Royal Commission on the Future
of the Toronto Waterfront

Housing and Neighbourhoods

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© Minister of Supply and Services Canada 1989
Cat. No. Z1-1988/1-41-2E
ISBN 0-662-16936-0

Housing and Neighbourhoods

The Liveable Waterfront

Report on Waterfront
Housing and Neighbourhoods
to the
Royal Commission
on the Future of the Toronto Waterfront

90-05434/

Royal Commission on the
Future of the
Toronto Waterfront

CANADA

Commission royale sur
l'avenir du
secteur riverain de Toronto

The Honourable David Crombie, P.C.

Ronald L. Doering

Mary Ann Allen

L'honorable David Crombie

Ronald L. Doering

Mary Ann Allen

Dear Colleague:

I am pleased to provide a copy of the Report made to me by the Housing and Neighborhoods Work Group of the Royal Commission on the Future of the Toronto Waterfront.

It represents the opinion of the authors and not of the Commission. Clearly, however, it deals with a subject of utmost importance facing this Commission and all those who want a better waterfront for Toronto.

I look forward to hearing from you.

Cher collègue,

Je suis heureux de vous transmettre un exemplaire du rapport que m'a remis le groupe de travail sur le logement et les voisinages de la Commission royale sur l'avenir du secteur riverain de Toronto.

Ce rapport représente l'opinion de ses auteurs et n'engage pas la Commission. De toute évidence, toutefois, il concerne un sujet d'une très haute importance pour la Commission et pour tous ceux qui souhaitent que le secteur riverain de Toronto soit plus accueillant.

En espérant recevoir bientôt de vos nouvelles, je vous prie d'agréer, cher collègue, mes cordiales salutations.

David Crombie

David Crombie

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The Members of the Work Group

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Prior to her appointment to the Commission, Noreen Dunphy was a policy and programme analyst for the Co-operative Housing Association of Ontario. She was the first chairperson of the Non-Profit Housing Federation of Toronto and subsequently worked in its development division, building co-op housing as well as dealing with co-op housing policy and programmes at the federal, provincial, and municipal levels. Ms. Dunphy has also served on the Board of the Metro Toronto Housing Authority, several Ontario Ministry of Housing committees and the St. Lawrence Neighbourhood Working Committee.

Gord Garland

Gord Garland is the regional economist/market analyst for Canada Mortgage and Housing Corporation's Ontario Region. From 1983 to 1986 he worked in CMHC's Toronto branch as the branch's market analyst, undertaking a number of studies of the Toronto housing market. Prior to joining CMHC Mr. Garland worked with a variety of public, private, and non-profit organizations.

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Diana Macri is a Toronto planner who has worked for more than 20 years in both government and private industry on land development and local planning issues. She is currently Manager of Planning and Design in the Land Development Branch of the Ministry of Government Services, Province of Ontario.

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Wally Majesky is currently the President of F.P. Labour Consultant Services, specializing in labour arbitration, pay equity, social housing, labour market adjustment issues, work place literacy, and vocational training/retraining with clients in the labour movement as well as various provincial/federal government agencies.

Before setting up his consulting firm, Mr. Majesky was the President of the Labour Council of Metropolitan Toronto, as well as Secretary Treasurer of the Ontario Federation of Labour. He left the Federation in 1986 to co-chair the Ontario Government Vocational Rehabilitation Task Force.

Mr. Majesky's other past activities include a term as an elected alderman in the City of Scarborough 1978-1980 and as a director of the Metropolitan Housing Co. Ltd. 1978-1981. Currently Mr. Majesky is on the Board of Directors of CMHC, serving a second three-year term.

Stephen McLaughlin

In 1973, Stephen McLaughlin left his successful architectural partnership to establish a series of consulting companies across Canada focusing mainly on urban policy, education, and design. After serving as Special Advisor to the Federal-Provincial Task Force on Residential Land Prices and Senior Policy Advisor to Mayor David Crombie, he was appointed Commissioner of Planning and Development for the City of Toronto. Following this, he advised the President of the Treasury Board of Canada on a strategy for the effective management of all federal lands in the Metro Toronto region. He is currently acting as a consultant for a variety of large public and private projects, including the Royal Commission.

Introduction

The Liveable Waterfront is one of a series of reports prepared by work groups for the Royal Commission on the Future of the Toronto Waterfront. This Report deals with housing and neighbourhoods on or close to the lakeshore of Metropolitan Toronto, from Etobicoke Creek in the west to the mouth of the Rouge River at the eastern end. The shoreline falls within the boundaries of the Regional Municipality of Metropolitan Toronto at the regional level, and the cities of Scarborough, Toronto, and Etobicoke.

From time immemorial, people have been drawn to water and have had an emotional attachment to it. Toronto began on the waterfront when Indian settlements were established there, long before the development of the modern metropolis.

Today, the waterfront is a symbol of Metropolitan Toronto. The nature of its development reflects the current and future values of governments and of the people who inhabit Canada's largest urban centre.

One hundred and seventy thousand people lived on or close to the waterfront in 1986. Our Report concludes that there is opportunity to protect the environment and enhance the neighbourhoods of those who now live there; at the same time, the waterfront population can be doubled through sensitive intensification of present communities and careful development of new neighbourhoods.

Such population expansion over the next 10 to 20 years would take advantage of existing investment in infrastructure and increase the vitality and security of the waterfront. The housing — particularly affordable housing — that would be provided would help to alleviate currently severe housing shortages and affordability problems in Metropolitan Toronto.

The highest priority of all levels of government involved should be to meet the housing needs of people here by taking advantage of waterfront housing and neighbourhood opportunities. Moreover, early action would enable governments in co-operation with the private sector to meet such short-term goals as providing accommodation for the 1996 Olympics, should Toronto's bid for the games be successful.

The key policy goals recommended in this report are to:

1. ensure that the composition of the waterfront population reflects the socio-economic composition of Metropolitan Toronto as a whole;
2. respect the waterfront heritage by, among other activities, recapturing and replacing amenities and features lost over the past two, three or four generations;
3. develop creative, environmentally sound plans and designs within a framework of strong planning controls in order to integrate housing and neighbourhoods with such waterfront amenities as parks and open spaces, and with commercial, industrial, transportation, and institutional uses;
4. strike a balance between the public and the private sector, in which the public sector will be accountable for setting out clear rules of the game and applying them openly and equitably, while non-profit organizations and the private sector will be responsible for producing housing developments that, as well as meeting private needs and aspirations, respect and contribute to public waterfront policy.

If these policy goals are to be met, active collaboration and support by all levels of government will be needed, and changes in government structure will have to be made. There will also have to be changes in existing policies and plans at each level of government: local governments will have to accept their share of the proposed growth, while senior levels will have to provide financial and policy support to enable local governments to carry out their roles.

The views expressed in the Report are those of the Work Group, and do not represent those of the Royal Commissioner; however, the Group hopes that the information and analysis it contains will be useful to the Commissioner in the execution of his mandate.

The Work Group wishes to express its appreciation to all those in both the public and private sectors who gave freely of their time, their views, and information to assist in the preparation of the Report. Their unstinting co-operation is indicative of the deep interest in and concern for Toronto's lakeshore that Torontonians and visitors alike share, and it augurs well for the future of that waterfront.

1. Summary and Recommendations

According to 1986 Census data, 170,000 people lived on or close to the Toronto waterfront that year, in a variety of communities, including some older neighbourhoods in their cities. On average, these people had lower incomes than the comparable city and Metropolitan averages. The housing stock in which they lived was evenly split between home ownership and rental accommodation; it was lower priced than the average in their city and in the Metropolitan area.

However, this general picture should not be allowed to obscure the genuine range and differences in socio-economic and housing characteristics of the waterfront neighbourhoods in each of the three cities — Etobicoke, Toronto, and Scarborough — which are described in the Report.

Some, but not all of the neighbourhoods in which these people live relate well to the waterfront and take advantage of natural and waterfront amenities. Others have been prevented by natural or built barriers from having satisfactory access to the waterfront, or have turned away from the water in response to inland employment, transportation, and service centres.

A review of current policies, plans, and initiatives of the four levels of government (federal, provincial, Metro, and City), the co-operative and non-profit sector, and private housing industry, indicates that the cumulative effect of existing housing initiatives is changing the housing mix on the waterfront; as a consequence, the socio-economic composition of the waterfront population is also changing.

There is a marked trend away from rental accommodation towards condominium developments, and away from housing for families towards housing for adults only.

If the trend continues unchecked, it could substantially affect the character of the waterfront, and perhaps even endanger basic policy principles that the Work Group on Housing and Neighbourhoods believes should be adopted by all levels of government. These principles are as follows:

1. The waterfront is Metropolitan Toronto's single most important natural asset.
2. The waterfront belongs to everyone.
3. The water's edge should be in the public domain, and this arrangement should be a non-negotiable feature of all future waterfront development, which should include substantial provision for parks and public open space.

4. The waterfront is a good place to live and opportunities to live there should be available to a cross-section of all income groups and household types, including families.
5. Waterfront housing should not be a visual or physical barrier to the water.
6. Waterfront housing should be part of integrated communities that have different forms and tenures of housing, a range of income levels, and a range of employment opportunities, all of which in turn generate a complete range of local services.
7. Housing and jobs should be situated close to each other.
8. Mixed land uses (including non-noxious industry) contribute to neighbourhood and urban vitality and are an appropriate solution to the competing demands on the waterfront.
9. Waterfront neighbourhoods must accommodate a balance of regional and local needs.

Based on these principles and on its review of current public- and private-sector initiatives, the Work Group concludes that there is opportunity to protect the environment and enhance the neighbourhoods of those living on or close to the waterfront. Sensitive intensification of housing in present communities and development of new neighbourhoods will make it possible to double the waterfront population. There is sufficient space to do both and still increase the amount of parkland and open space.

Such an increase would take advantage of existing infrastructure investment and would increase the vitality and security of the waterfront. The housing (particularly affordable housing) would help to alleviate the current severe shortages and affordability problems in Metropolitan Toronto. (For an explanation of housing terms used in this Report, see Appendix 2, "Definitions of Housing Terms".)

The highest priority for all levels of government should be to move quickly to meet people's housing needs by taking advantage of opportunities on the waterfront. Moreover, early action will enable governments, in co-operation with the private sector, to meet such shorter-term goals as providing accommodation for the 1996 Olympics, should Toronto's bid for the games be successful.

Successful development of the liveable waterfront depends on resolving seven key issues:

1. **Housing and Neighbourhood Presence:** a consensus must be established on the extent, scope, nature, and diversity of the housing and neighbourhood presence on or close to the waterfront. The Group believes that the character of Metro Toronto as a collection of neighbourhoods should be sustained and elaborated in all waterfront plans and development.

   The waterfront should be regarded essentially as a chain of different neighbourhoods. Some of the links in this chain now are missing or are weak. Filling or strengthening those links should be one part of the vision for the waterfront.

2. **Affordability:** this involves maintaining affordable housing stock in existing neighbourhoods and including a sufficient amount of Affordable Housing in new residential developments. Government policies and plans will have to be adjusted if the socio-economic composition of the population at the waterfront is to reflect that of Metropolitan Toronto's population.

   A variety of recommendations are put forward on ways to deal with affordability. They are based on redirecting federal housing programs, strengthening the province's draft housing policy statement, modifying municipal policies and plans, expanding the role of the co-operative and non-profit sector, and encouraging the private sector to do its share.

   The Work Group also recommends that the Government of Ontario review the re-imposition of a "speculation tax" on urban residential real estate sales.

3. **Mixed Uses:** mixed uses must be considered where residential land uses are complementary to other uses, or where regional and non-residential land uses compete or conflict with residential or neighbourhood needs. At issue is the extent to which residential and non-residential uses can be mixed and locations where a suitable mix can be established. The Group holds that mixed use is an important urban planning principle that should be employed

more extensively in planning and developing the waterfront, especially the central waterfront and other nodal or pressure points along the lakeshore.

4. **Infrastructure and Community Facilities:** the Group's review of infrastructure convinces us that many of the basic elements are in place, and can be extended or adjusted to support the proposed increase in waterfront population. However, a more detailed analysis is required to pinpoint problem areas more precisely and to plan such additions as parks and open space.

   In addition, standards for providing community facilities and services need to be re-articulated to provide guidance in planning and development. The lead role for these activities should be taken by Metropolitan Toronto, supported as necessary by the other levels of government. Special attention should be given to analysing and prescribing the amenities and conditions needed to encourage families to live in waterfront neighbourhoods.

5. **Environmental Clean-Up:** in assessing potential redevelopment sites for housing and neighbourhood purposes we learned of a number of places in which environmental contamination may exist. We are of the view that, as a policy principle, environmental clean-up should take place before any redevelopment for housing or neighbourhood uses; we further suggest that clean-up of such sites should be included in the waterfront environmental Remedial Action Plan currently being initiated by the federal, provincial, and Metro governments.

6. **Planning and Design Controls:** effective control over planning and design, as well as co-ordinated development, are required to ensure the successful realization of the liveable waterfront. The Group concludes that, while there are strong and sound planning and design controls on paper, they are not always applied in practice. Such mistakes of the past as have occurred at Harbourfront and on the Central Bayfront must not be allowed to happen again.

It is especially important to apply proper design controls when mixed uses are proposed, in order to provide optimum operational conditions for each use. Strong design controls obviously cannot create good design; but they should prevent design mistakes. The Group recommends stronger enforcement of proper planning and design controls that are specifically tailored to the waterfront.

7. **Government Co-ordination and Accountability:** the review shows that, from the perspective of waterfront housing and neighbourhoods, the policies and plans of the various levels of government are not consistent. They require adjustments if there is to be successful development of the waterfront.

   The policies and plans of the various levels of government are at different stages; however, with a new Parliament and new Metropolitan and City councils in office and draft policies and plans under discussion at the provincial, Metropolitan, and local levels, there is a good opportunity to harmonize them after an intergovernmental and popular consensus about the waterfront has been achieved.

   The review also highlights the strategic importance of publicly owned lands, particularly on the central waterfront; it sees an opportunity to maximize use of these lands in the public interest, especially for housing and neighbourhood needs, if governments are willing to work co-operatively. Governments hold these lands in trusteeship for all citizens and are obliged to use them not just to cater to the narrow interests of a single department or agency but to realize the broadest possible range of public policy goals.

   Governments and their departments must also better co-ordinate installation of public infrastructure and community services (including parks and open space) in order to enhance the quality of life for all citizens in or near waterfront neighbourhoods.

Policy Goals

The key policy goals recommended in this Report are:

1. to ensure that the composition of the waterfront population reflects the socio-economic composition of Metropolitan Toronto as a whole;
2. to respect the waterfront heritage including the recapture or replacement of amenities and features lost over the past two, three or four generations;
3. to integrate housing and neighbourhoods with waterfront parks, open spaces, and commercial, industrial, transportation, and institutional uses by developing creative, environmentally sound plans and designs with a framework of strong controls;
4. to strike a balance between the public and private sectors, so that the public sector is accountable for applying the rules of the game clearly and equitably, while non-profit organizations and the private sector are responsible for developments that, as well as meeting private needs, respect and contribute to public waterfront policy.

These goals will be met only with the active collaboration and support of all four levels of government and their willingness to make necessary changes to their structures, policies, and plans. Local governments will need to accept their share of proposed growth, while senior levels will have to provide the financial and policy support needed for local governments to carry out their roles.

The Report concludes with a number of general recommendations listed below, as well as with comments on the opportunity to create as many as 10 new neighbourhoods, some already in the planning stage, and to strengthen 15 existing neighbourhoods. Those comments take the long-term planning perspective, recognizing that it may take 10 to 20 years to implement the waterfront vision after a consensus has been reached.

Recommendations and Opportunities

Housing and Neighbourhoods Presence on the Waterfront

1. Metro Toronto and the three waterfront municipalities should make future planning and development decisions with a firm commitment to turning the faces of their municipalities to the waterfront by creating new neighbourhoods and re-orienting existing neighbourhoods.
2. Providing appropriate services and amenities in neighbourhoods is an essential feature that distinguishes them from mere collections of buildings. In creating new neighbourhoods, public investment in services and amenities should occur simultaneously with the development of the housing.
3. The municipalities should incorporate into their planning recognition that, to make neighbourhoods work, there must be a diversity of income groups and household types.

Affordability

4. In order to meet the Affordable Housing requirements, as defined by the draft provincial policy, all levels of government should recognize that, in the current housing market conditions in Metro, Affordable Housing will be developed largely as co-operative and non-profit housing. Current conditions— the rate of price increases for resale homes, low vacancy rates, and upward pressure on rental rates — point to non-profit housing as a key means of ensuring that housing built under provincial criteria remains affordable in the future.
5. The draft provincial Affordable Housing Policy Statement must be strengthened to give municipalities the power to require the private sector to meet affordability criteria for at least 25 per cent of the housing in their residential developments.
6. If public land is developed for residential use, a percentage higher than 25 per cent should be required to meet the Affordable Housing criteria.

7. Housing co-operatives should be used as a key means of creating new neighbourhoods and intensifying housing in existing neighbourhoods.
8. The senior levels of government should revise their policies on setting "market rent" levels in non-profit projects on the waterfront, to ensure that all non-profit units are truly affordable.
9. The federal government should return to its previous method of budgeting based on housing-unit targets for the federal share of funding the federal-provincial non-profit program.
10. The federal government should also be prepared to put more funding into non-profit housing if it wants to see Affordable Housing on the waterfront. Appendix 4 outlines a proposed new federal program that would support the provision of non-profit housing on the waterfront.
11. The Government of Ontario should review the re-imposition of a "speculation tax" on urban residential real estate.

Mixed Land Use

12. A mixed land use area could contain combinations of residential, and compatible industrial, commercial, institutional, and recreational uses, including parks and open space. The diversity created is a sound urban neighbourhood feature and has the potential to resolve the problem of different land uses competing for the same area on the waterfront.
13. The historical need to locate industry on the water is no longer a major factor for industry in Metro. Industrial land uses on the waterfront should be consolidated, and preference should be given to new industries that do not require large amounts of prime waterfront land.

Planning and Design Controls

14. Approval for all zoning and building permits for future development at the water's edge should be conditional on continuous physical public access to the lakeshore. These access areas should be generous enough in width, and accompanied by sufficient water's-edge setbacks, to ensure meaningful public use. In addition, there should be enough visible public access routes across sites to enable people to get to the water's edge.

15. All three cities should develop comprehensive rules to protect views to, from, and along the water, and apply those rules firmly when considering applications for development. Because it is so important to avoid visual barriers between the cities and the water, these view-maintenance requirements should be a factor in considering official plans and zoning by-laws.

16. The practice of lakefilling should be accepted as a method of extending areas of public domain at the waterfront. However, placement of lakefill areas should take into account the outflow of sewage systems and the danger of trapping pollutants from Metro's creeks and rivers close to shore. Similarly, great care should be taken to ensure that only high-quality fill is used and that landfill design avoids unnecessary shoreline indentations that trap algae and pollutants. Lakefill may be useful in certain areas for creating or enhancing parks and open space, but using it should not be seen as a method of evading obligations on the land at the water's edge. The Metro Waterfront Plan should be updated with full public participation. All subsequent lakefill proposals should then be assessed against the Plan.

17. The transportation corridors along the waterfront have, too often, been a significant barrier between the lake and the cities that border it. Reducing or eliminating this barrier is essential if new and existing waterfront neighbourhoods are ever to be linked to the water's edge.

18. Official plans and zoning regulations should not rigidly restrict categories of unit types and sizes permitted in specific areas. Official plans and zoning regulations that

define categories of unit types and sizes permitted should be carefully related to appropriate building envelopes, maximum heights, and water's-edge setback requirements.

Government Co-ordination and Accountability

19. The following adjustments to government policies and plans are recommended, in order to establish a clear sense of direction and coherence in planning and developing waterfront housing and neighbourhoods.

    The Government of Canada:

    a. should strengthen its land management policy by requiring all of its agencies to support land-management goals, specifically those set for the waterfront;

    b. should, under its land management policy, as applied to federal land-holdings in Ontario generally and on the waterfront specifically, adopt a "Housing First" policy with a minimum target of 35 per cent for Affordable Housing;

    c. should restore its previous method of budgeting for the CMHC Non-Profit Housing Program;

    d. should introduce a support program for Metropolitan Toronto waterfront housing (further details of this recommendation can be found in Appendix 4).

    The Government of Ontario:

    a. should establish, in its land use policy, the geographic direction of growth for the Greater Toronto Area, and the share of that growth that the Metropolitan Toronto waterfront should accommodate;

    b. should approve its draft Affordable Housing Policy Statement, and strengthen it by specifying that developers must integrate affordable housing into their residential projects;

    c. should continue to apply the "Housing First" rule in the re-use of its own surplus lands, including those on the waterfront;

d. should request that the Government of Canada support its affordable housing policy when disposing of or redeveloping federal lands on the waterfront.

Metropolitan Toronto:

a. should complete updating of its Official Plan and decide what share of growth is to be accommodated on the Metropolitan Toronto waterfront. The plan should include measures to boost Metro's population and housing;

b. should strengthen the regional aspects of its plan, and specifically ensure a sound relationship between regional and local neighbourhood land uses and needs;

c. should adopt a minimum Affordable Housing target of 35 per cent for the re-use of its own surplus lands.

Municipal Governments:

a. should modify existing plans and should complete draft plans to include in them specific responses to the province's draft Housing Policy Statement, and should provide for creation of a continuous chain of neighbourhoods along the waterfront;

b. should provide for public acquisition and use of the water's edge;

c. should negotiate with developers to include affordable housing in development and redevelopment projects on the waterfront;

d. should adopt the minimum 35 per cent affordable housing target for re-use of their own surplus lands.

New Neighbourhoods

20. The appropriate governments should consider establishing the following ten new neighbourhoods, on or close to the waterfront (some of these are already in the planning stages):

A. Lakeshore Psychiatric Hospital/Humber College
B. Etobicoke Motel Strip
C. Parkdale Deck/CNE
D. Railway Lands
E. St. Lawrence Square
F. East Bayfront
G. Port Industrial Area
H. South of Eastern Avenue
I. Greenwood/Ashbridge's Bay
J. Port Union

Existing Neighbourhoods

21. Fifteen existing neighbourhoods on or close to the waterfront would be strengthened if this Report's recommendations were implemented by the appropriate governments and their agencies and commissions.

1. Long Branch
2. New Toronto
3. Mimico
4. High Park/Swansea/South Kingsway
5. South Parkdale
6. Harbourfront and adjacent areas
7. Central Bayfront
8. Toronto Islands community
9. St. Lawrence
10. South Riverdale
11. Leslie/Woodbine
12. The Beaches
13. Birchcliff
14. Cliffcrest/Cliffside
15. Guildwood

2. Philosophy and Principles

Our Work Group has adopted the philosophy that the waterfront should be liveable. A truly liveable community is much more than a mere collection of houses and apartment buildings. Consequently we developed the following set of principles to explain our concept of the liveable waterfront. These principles should serve as a guide for planning and development.

Our primary assumption is that it is possible for the three waterfront cities, aided by the senior levels of government, to turn their communities' faces to the waterfront more creatively and comprehensively.

When we refer to waterfront development, we mean all forms of development: parks, waterfront promenades, recreational activities, better access and transportation to the water's edge, as well as actual construction of housing, workplaces, shops, restaurants, and so on.

It struck us that many people consider our waterfront either too inaccessible or too inhospitable for new housing.

In part, this can be attributed to such natural and built barriers as the Scarborough Bluffs, the Queen Elizabeth Highway, the Gardiner/Lakeshore Corridor, and railway lines. In some areas, the amount or type of industry creates a physical barrier or is an environmental obstacle to the possibility of people living nearby. The climate during the winter months can seem a forbidding barrier. And finally, concerns about the luxurious nature of some recent or planned high-rise residential developments on the waterfront have contributed to the sense that such developments exist in physical and/or social exclusivity.

The best development of the Metro waterfront will occur when there is an articulated vision for the whole of the waterfront. If the vision is going to be translated into development, it should be widely shared by the community and be implemented co-operatively by the various levels of government, according to their respective responsibilities. Other key participants in implementation should include social agencies, producers of non-profit housing, and the private sector.

The public should be involved in defining the vision, so that the ultimate development of the waterfront will reflect its communal values.

Housing and neighbourhoods are one part of that vision — perhaps, in the end, the key value for Torontonians, and the one they are most likely to debate. Aren't vibrant neighbourhoods what Metro Toronto is all about?

The principles that guided us in considering what could be done to add new housing and neighbourhoods, as well as to strengthen existing neighbourhoods, are based on the characteristics that mark Metro Toronto as a "liveable city": simple common sense and a sense of human scale.

We have focused on long-term possibilities as well as on the short-term situation. Metro, after all, has always had to take into account not only the needs of its current residents, but of newcomers as well.

And finally, there is an absolute need to increase the amount of housing in Metro Toronto, and, in particular, housing that is affordable today and tomorrow. That is a basic operating principle for anyone considering the issue of housing in Metro, and it permeates every aspect of our Report.

Policy Principles

1. **The waterfront is the Toronto area's single most important natural asset.**

   In a larger sense, the whole of the Greater Toronto Area might be said to be dominated by its regional role as a watershed, with its ravines, river valleys, and underground creeks reaching for Lake Ontario. However, the sheer expanse of the waterfront on the lake — the vistas, the variety of shoreline,and the enjoyment and opportunities it offers to great numbers of people — qualify it for special recognition.

   Most important, people are naturally drawn to the water, and this mysterious influence is to be celebrated.

2. The waterfront belongs to everyone.

Residents of Etobicoke, the City of Toronto, and Scarborough are the group that first comes to mind when speaking of "everyone", but the term must include those who work in these cities, those who reside not just in the rest of Metropolitan Toronto but in the Greater Toronto Area, and visitors.

At the waterfront, there are opportunities for quiet relaxation and for more active recreation. Industry, shipping, transportation, shops, residences, and workplaces must all be accommodated. Environmental concerns tempered by an awareness of ecological balance remind us that Metro's waterfront is only part of the larger Lake Ontario shoreline, where other communities are coming to terms with their waterfronts.

Metro's waterfront is also the site of centuries of Toronto's history, both as the home for indigenous people over thousands of years and as the focus for the waves of immigrants over the past two centuries. It is part of our heritage as Canadians.

The feeling that the waterfront should not be the exclusive domain of those who own land on the water's edge has been a motivating force in recent years for citizens who have concerns about the nature of development on the waterfront.

3. The water's edge should be in the public domain, and this should be a non-negotiable feature of all future development on the waterfront.

It is important to have this principle accepted so that future uses of land at the water's edge are protected; it is necessary as well in proceeding with current plans for public access. There is almost no land use that will be allowed in the future at the water's edge that cannot be carried on according to the principle of public domain, even if, in some instances, it simply signals future intentions rather than current reality.

The methods for achieving that goal can include deeding a strip along the waterfront to the municipality, ensuring a right-of-way across land to get to the waterfront, linking water's edge promenades and lakefilling projects to contiguous properties, public parks, open space, and beaches, and guaranteeing permanent rights-of-way along the water's edge. There has been success along these lines with the City of Toronto's Central Waterfront Plan and in parts of Etobicoke where new development is occurring.

4. **The waterfront is a good place to live and opportunities to live there should be available to all income groups and household types, including families.**

This principle runs counter to a market-oriented assumption that the market should find its own level which allows housing to be purchased or built on the waterfront only for those who can afford it, even though it may be public activity and investment that have made it attractive. The market approach holds that the waterfront is too "valuable" for assisted housing.

An essential feature of our vision of Metro's waterfront is to reject this approach and restate the principle that the waterfront, which is a powerful symbol for Metro's citizens, belongs to everyone. Ensuring access to waterfront accommodation for all income groups is the only way to guarantee fairness to each of them.

Additionally, careful design and landscaping are needed to help temper the occasionally inhospitable climate at certain times of year.

5. **Waterfront housing should not present a visual or physical barrier to the water.**

Nothing infuriates Metro's residents more than their sense that waterfront development is in danger of creating a wall of high-rises that shut off the water and the water's edge from the rest of the city.

Views — not just view corridors but the occasional panorama — must be retained. Site plan details, building massing, height, and orientation should be a priority when waterfront plans are reviewed. The interrelationship and cumulative effects of developments should be fully set out in publicly approved plans. Municipal councils should not undermine these concerns by setting excessive densities ahead of time.

The relationship of one development to another is also critical in preventing the creation of physical or visual barriers. Piecemeal planning on a site-by-site basis in the absence of comprehensive waterfront plans will almost certainly bring about the disasters everyone wishes to avoid.

If the public is to have meaningful access to the water's edge, site plans and built developments should not give the impression that one is sneaking through someone else's backyard to get there.

6. **Waterfront housing should be part of neighbourhoods that are integrated communities. Integration will include different forms and tenure of housing, and a range of income levels and employment opportunities, all of which will in turn generate a complete range of local services.**

Neighbourhoods are created when there is more than just housing: there must be good facilities and services that draw people out and allow them to meet each other to work to create their communities. Families need neighbourhoods — and vice versa.

Good local shopping facilities are dependent on residents who look for daily needs close to home; there should be sufficient diversity in the community to generate the market for different products, different shopping hours, etc. In their turn, those who provide local services depend on there being enough diversity in ages, household sizes, and incomes to make ongoing provision of services worthwhile.

7. **Housing and jobs should be situated close to each other.**

There is an advantage if jobs and housing are not separated from each other artificially by decree. This is not a utopian notion in a big urban area, it is a necessity. The public investment and maintenance costs, the cost to individuals in dollars and in energy, while neighbourhoods struggle with increased traffic and environmental concerns, are compelling enough to make us reject the notion of bedroom communities.

Some people may consciously seek out housing close to their jobs; those who don't will, nonetheless, benefit if the daily traffic patterns in their neighbourhoods are not simply one way out in the morning and one way back in the evening. Safety on the streets and vital, diverse neighbourhoods are other benefits. Given the recent history of land uses on the waterfront, and our interest in designing neighbourhoods that meet the future needs of Metro, this is particularly applicable to communities there.

8. **Mixed land uses, including non-noxious industry, contribute to neighbourhood vitality and are an appropriate solution to competing demands on the waterfront.**

When asked what use they favour for waterfront land in Metro generally, or for a particular site there, most people assume they have only one choice and proceed to it — whether it's just parks, or just housing or just industry. In some cases, these are false choices while, in others, the use is chosen as a way of stopping another, feared use.

If people were asked instead to help create a reasonable mixed use for a waterfront area, the results of the discussion would probably be different. With so many competing demands, and so many attempts to protect the status quo or jealously guard jurisdictions or narrow interests, only an open-minded approach to mixed use is likely to break through the roadblocks.

The co-operative approach, creatively accommodating as many of the demands as possible, is the best solution to avoiding the winners-and-losers syndrome. Diverse land and water uses are the key to obtaining the vital, liveable neighbourhoods we want.

9. **At the same time, waterfront neighbourhoods must accommodate a balance of regional and local needs.**

While recognizing that the waterfront is in part already a collection of neighbourhoods, and that there are opportunities to create new neighbourhoods and improve and intensify many of those that already exist, regional and national needs must also be considered.

Some of these requirements are based on our economy's need for shipping, rail, air, and road transport, as well as sites for employment opportunities. Other than that, giving the people of our region access to the waterfront for quiet and active recreation, and for water-based activities, is paramount. In essence, planning must ensure adequate provision for these needs while protecting waterfront communities from intolerable strains of noise, traffic, parking, and pollution.

In turn, residents of waterfront neighbourhoods should acknowledge that others will want to come to parks, shops, restaurants, and places of employment and recreation in their areas. Success lies in balancing these needs.

3. Waterfront Population and Housing Stock

This chapter is a profile of Metro Toronto's waterfront area, within the context of the lakefront cities of Etobicoke, Toronto and Scarborough, and within the broader context of Metro Toronto itself. The waterfront area consists of a collection of varied sub-areas or neighbourhoods, each with its own character and identity; these component parts, which combine to form the mosaic of Metro Toronto's waterfront, have not been analysed in detail. Rather, the focus in this chapter is on the broad outline of waterfront housing stock, housing needs, and socio-economic composition.

The information in this chapter was obtained from a variety of sources, including Statistics Canada 1986 census data and Canada Mortgage and Housing Corporation (CMHC) figures, taken from their *Starts and Completions Survey* and their *Vacancy and Rent Survey*. Special tabulations from the census were obtained from Statistics Canada, in order to compile the 1986 census results for Metro Toronto's waterfront areas.

The 1986 census provides a snapshot of a moment in time — June 1986. However, census results are still being released and the available figures do not yet provide a comprehensive picture that includes all variables. Where data for a particular geographic area are not currently available, that fact is duly noted.

The profile of Metro Toronto's waterfront population and housing stock provides an overview of the waterfront within the context of the lakefront cities and Metro Toronto. Information on a variety of key variables is presented in tables and graphs with accompanying text that summarizes, analyses, and interprets those data in order to gain insights into Metro's waterfront population and housing. Highlights of the analysis are presented at the end of this chapter.

Appendix 1 is an outline of the process used to define Metro's waterfront areas and provides more detailed statistical profiles of each lakefront municipality and its constituent waterfront area, as well as a summary of the definitions used in the profiles.

Population Growth and the Population of Seniors (Table 1)

Population Growth

Between 1981 and 1986, the population of Metro's waterfront area grew at almost twice the rate of Metro Toronto's total population: 4.8 per cent growth compared to 2.6 per cent.

Population growth in Metro's waterfront area was most pronounced in the City of Toronto, which had a 10.8 per cent increase, followed by moderate growth in the Scarborough waterfront population (3.5 per cent) and minimal growth (0.7 per cent) in Etobicoke's waterfront population.

The high rate of growth in the City of Toronto's waterfront population is explained mainly by new housing completions. According to the census, a total of 1,840 dwellings (representing 8.9 per cent of Toronto's waterfront housing stock) was added during the period between 1981 and May 1986. Most of this was family housing centred in the publicly initiated St. Lawrence Neighbourhood.

Seniors Population

Of the three cities on the lakefront, only the City of Etobicoke had a higher proportion of persons aged 55 and up than Metro as a whole (25.3 per cent compared to 22.3 per cent).

The Etobicoke waterfront area, where population growth was minimal, had the largest proportion of older residents of any of the cities' waterfronts, 22.9 per cent, while the Toronto waterfront, where population growth was highest, had the smallest proportion of older residents: 19.1 per cent.

The Scarborough waterfront was the only one with a higher proportion of older residents (22.1 per cent) than its respective city as a whole (19.0 per cent).

Table 1: Total Population, % Change 1981-86 and Seniors Population

Geographic Area	Total Population		Seniors Population Age 55+	
	#	% Change 1981-86	#	% of Total Population
METRO TORONTO	2,192,721	2.6%	488,795	22.3%
METRO WATERFRONT	169,744	4.8%	36,365	21.4%
ETOBICOKE CITY	302,973	1.4%	76,660	25.3%
WATERFRONT	35,519	0.7%	8,120	22.9%
TORONTO CITY	612,289	2.2%	131,590	21.5%
WATERFRONT	46,505	10.8%	8,870	19.1%
SCARBOROUGH CITY	484,676	9.3%	91,990	19.0%
WATERFRONT	87,720	3.5%	19,375	22.1%

- During the period 1981-86 Metro's waterfront area population grew at almost twice the rate of Metro Toronto's population growth (4.8% growth compared to 2.6%).
- Within Metro's waterfront area, population growth was most pronounced in the City of Toronto waterfront areas with a 10.8% increase, followed by moderate growth in the Scarborough waterfront population at 3.5% and minimal growth at 0.7% in the Etobicoke waterfront area.
- The Etobicoke waterfront area, where population growth was minimal, had the largest proportion of older residents of any municipality's waterfront at 22.9% while the Toronto waterfront, where population growth was highest, had the smallest proportion of older residents at 19.1%.
- The Scarborough waterfront was the only waterfront area with a higher proportion of older residents (22.1%) than its respective municipality (19.0%).

Source: 1981 and 1986 Census.

Housing Stock by Type and Period of Construction (Table 2)

Table 2 shows the housing stock as at June 1986.

Metro Toronto and Lakefront Municipalities

Of the three lakefront cities, the Cities of Etobicoke and Scarborough had significantly higher proportions of single detached dwellings (48.9 and 49.0 per cent, respectively) than the Metro average (34.4 per cent); they also had considerably more post-1945 housing stock than Metro as a whole.

Metro Toronto Waterfront

The Metro waterfront had a higher proportion of single detached dwellings (41.5 per cent) than Metro as a whole (34.4 per cent) due solely to the predominance of single detached dwellings in the Scarborough waterfront area, where they comprised 61.4 per cent of the housing stock.

The Scarborough waterfront consists primarily of newer housing (post-1960), reflecting historical development patterns in which the Toronto and Etobicoke waterfront areas were developed first.

The Toronto waterfront had the oldest housing stock and the lowest proportion of single detached dwellings (15.6 per cent) of any of the waterfront areas; its waterfront was dominated by high-rise apartments and other dwelling types. The proportion of high-rise apartments (40.4 per cent) reflected significant post-1945 residential redevelopment activity. Post-1980 residential redevelopment comprised 8.9 per cent of Toronto's 1986 waterfront housing stock, the highest proportion in any waterfront area.

The Etobicoke waterfront had a relatively high proportion of single detached dwellings (37.0 per cent), the lowest proportion of high-rises (18.7 per cent) and the highest proportion of "other" dwelling types (44.3 per cent). In Etobicoke, the category of dwelling known as "other" consisted primarily of walk-up apartments.

Table 2: Housing Stock by Type and Period of Construction

Geographic Area	Occupied Private Dwellings by Type						Dwellings by Period of Construction (%)				
	Single Detached		Apartments >= 5 Storeys		All others		Before 1946	1946-1960	1961-1970	1971-1980	1981-May 1986
	#	%	#	%	#	%					
METRO TORONTO	281,020	34.4	280,485	34.4	254,980	31.2	22.1	22.1	25.1	21.6	5.7
METRO WATERFRONT	27,435	41.5	18,260	27.6	20,430	30.9	26.6	29.1	22.4	15.6	6.3
ETOBICOKE CITY	54,020	48.9	34,705	31.4	21,860	19.7	9.5	34.6	28.6	22.4	4.9
WATERFRONT	5,535	37.0	2,800	18.7	6,625	44.3	31.8	37.3	17.7	10.6	2.6
TORONTO CITY	46,325	18.3	87,905	34.7	118,915	47.0	49.0	16.3	16.8	12.9	5.0
WATERFRONT	3,250	15.6	8,385	40.4	9,140	44.0	43.3	19.1	13.9	14.8	8.9
SCARBOROUGH CITY	78,400	49.0	50,350	31.4	31,420	19.6	4.2	27.5	23.5	34.1	10.7
WATERFRONT	18,650	61.4	7,075	23.3	4,665	15.3	12.5	32.0	30.5	18.7	6.3

- The Metro Waterfront has a higher proportion of single detached dwellings than Metro as a whole due strictly to the predominance of single detached dwellings in the Scarborough waterfront area, where such dwellings comprise 61.4% of the housing stock.
- The Scarborough waterfront consists primarily of newer (post 1960) housing, reflecting historical development patterns which saw the Toronto then Etobicoke waterfront areas developed first.
- The Toronto waterfront has the oldest housing stock and lowest proportion of single detached dwellings (15.6%) of any of the waterfront areas, with its waterfront being dominated almost equally by high-rise apartments and other dwellings types. The high proportion of high-rise apartments (40.4%) reflects significant post 1945 residential redevelopment activity. Post 1980 residential redevelopment comprised 8.9% of Toronto's 1986 waterfront housing stock, the highest proportion of any waterfront area.
- The Etobicoke waterfront has a relatively high proportion of single detached dwellings (37.0%), the lowest proportion of high-rises and the highest proportion of "other" dwellings types (44.3%). The "other" dwelling type category, in the case of Etobicoke, consists predominantly of walk-up apartments.

* The "other" dwelling type category consists predominantly of walk-up apartments, row housing and semi-detached dwellings.

Source: 1986 Census.

Private Households and Occupied Private Dwellings, by Tenure (Table 3)

Because the number of private households equals the number of occupied private dwellings, the terms "households" and "dwelling" are used interchangeably.

Metro Toronto and the Toronto Census Metropolitan Area (CMA)

Between 1981 and 1986, the number of tenant households in Metro increased at a faster rate than ownership households (5.8 per cent compared to 4.6 per cent).

Within the larger Toronto CMA, which includes areas within commuting distance of Metro, growth patterns were opposite those of Metro Toronto: renter households grew at a slower pace than ownership households (10.5 per cent, compared to 19.1 per cent).

Overall, household growth rates were greater in the Toronto CMA than in Metro (15.3 per cent, compared to 5.2 per cent); the rate of increase for both tenant and owner households was greater in the Toronto CMA than in Metro. In part, this was a reflection of the spillover of urban development from Metro Toronto and the increased urbanization of the outer suburbs.

Metro Toronto and Lakefront Municipalities

Metro Toronto had the highest proportion of tenant households (49.3 per cent) of any Census Division in Ontario as well as the highest actual number of tenant households: 402,790.

Of Metro Toronto's three lakefront cities, the City of Toronto had the highest proportion of tenant households, 60.5 per cent, followed by Etobicoke with 41.1 per cent and Scarborough with 37.7 per cent.

Metro Toronto Waterfront

While the overall Metro waterfront area had an equal proportion of owner and tenant households, there was significant variation along the waterfront.

A look at the waterfront area in each city revealed that, in both Toronto (with 69.5 per cent tenant households) and Etobicoke (with 57.1 per cent tenant households), there were higher proportions of tenant households in waterfront areas than in the respective cities as a whole. By contrast, the Scarborough waterfront area, with 66.8 per cent owners, had a higher proportion of owners than Scarborough as a whole.

Table 3: Occupied Private Dwellings by Tenure

Geographic Area	1986 Occupied Private Dwellings					% Changed 1981-86		
	Rented		Owned		Total	Rented	Owned	Total
	#	%	#	%	#			
TORONTO CMA	500,930	41.7	699,370	58.3	1,199,800	10.5	19.1	15.3
METRO TORONTO	402,790	49.3	413,650	50.7	816,445	5.8	4.6	5.2
METRO WATERFRONT	33,010	50.0	33,075	50.0	66,100	NA	NA	NA
ETOBICOKE CITY	45,480	41.1	65,110	58.9	110,585	4.6	4.2	4.4
WATERFRONT	8,545	57.1	6,415	42.9	14,960	NA	NA	NA
TORONTO CITY	153,075	60.5	100,080	39.5	253,155	7.0	1.8	4.9
WATERFRONT	14,430	69.5	6,320	30.5	20,765	NA	NA	NA
SCARBOROUGH CITY	60,445	37.7	99,725	62.3	160,175	7.8	12.4	10.6
WATERFRONT	10,100	33.2	20,275	66.8	30,375	NA	NA	NA

- Metro Toronto has the highest proportion of tenant households of any Census Division in Ontario, at 49.3%; and during the period 1981-86 tenant households in Metro increased at a faster rate than ownership households, (5.8% compared to 4.6%), particularly in the City of Toronto.
- Of Metro Toronto's 3 lakefront municipalities, the City of Toronto has the highest proportion of tenant households at 60.5% followed by Etobicoke at 41.1% and Scarborough at 37.7%.
- While the Metro Waterfront has an equal proportion of owner and tenant households there is significant variation along the waterfront. The waterfront areas of Etobicoke and Toronto have higher proportions of tenant households than their respective municipalities while the Scarborough waterfront has a higher proportion of owners than Scarborough as a whole.

Note: 'Private Dwellings' exclude rooming or lodging-houses, nursing homes, retirement homes, etc. which are categorized as 'Collective Dwellings'
NA — Not Available.

Source:1986 Census; 1981 Census.

Housing Need (Table 4)

There are two basic definitions of housing need recognized by the federal and Ontario governments and incorporated into their joint allocations model for non-profit housing. The federal definition is known as "Core Need", while the provincial definition is called "Waiting Lists for Rent-Geared-to-Income Housing". These definitions indicate households with housing problems.

For example, the definition used to derive 1981 core need data defined households in core need as having income below the Core Need Income Threshold established for the defined planning area and, in addition, experiencing one or more of the following housing problems: excessive cost of housing (paying more than 30 per cent of gross household income for shelter); overcrowding (more than one person per room); and/or inadequate accommodation (dwelling identified as in need of major repair). In Ontario the core need data used for federal/ provincial joint planning are for renter households only.

Based on core need data derived from the 1981 census for the Toronto CMA and provincial Rent-Geared-to-Income (RGI) waiting lists as of March 1988, housing need can be summarized as follows:

- The Toronto CMA had 112,125 households in core need, representing 44.4 per cent of all core need in Ontario.
- In the Toronto CMA there was a rent-geared-to-income waiting list of 21,013 households, representing 50.4 per cent of all RGI waiting list applicants in Ontario.
- Metropolitan Toronto proper had 15,195 RGI applicants, representing 72.3 per cent of all RGI waiting list applicants in the Toronto CMA and 36.4 per cent of all applicants in Ontario.

The unmistakable conclusion is that the need for assisted housing is severe within the Toronto CMA and most particularly within Metro Toronto.

In order to determine the number of waterfront households in core need, it would be necessary to have a special set of census tabulations. However, while core need and waiting list information is not available for the constituent municipalities of Metro Toronto or for the waterfront areas of those municipalities, inferences can be drawn from census data on household income, incidence of low income, affordability problems, and overcrowding.

Table 4: Core Housing Need and Waiting Lists for Rent-Geared-to-Income (R.G.I.) Housing by Client Type and Number of Households

Geographic Area	Family				Seniors over 60				Singles under 60				Total All Client Types			
	Core Need		Waiting List		Core Need		Waiting List		Core Need		Waiting List		Core Need		Waiting List	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
ONTARIO	95,250	100.0	28,729	100.0	71,130	100.0	12,963	100.0	85,955	100.0	NA	NA	252,335	100.0	41,692*	100.0*
TORONTO CMA	41,505	43.6	14,391	50.1	28,570	40.2	6,622	50.0	42,050	48.9	NA	NA	112,125	44.4	21,013*	50.4*
METRO TORONTO	NA	NA	10,107	35.2	NA	NA	5,088	39.3	NA	NA	NA	NA	NA	NA	15,195*	36.4*

- The Toronto CMA has 44.4% of all renter Core Housing Need in Ontario.
- The Toronto CMA has 50.4% of all RGI Waiting List Applicants in Ontario.
- Metro Toronto has 36.4% of all RGI Waiting List Applicants in Ontario and 72.3% of all Toronto CMA Applicants.

Note: "Core Need' data as at 1981 Census households in Core Need were defined as those with household income below the Core Need Income Threshold established for the specified Planning Area and experiencing one or more of the following housing problems: affordability (paying more than 30% of household income for shelter), overcrowding (more than 1 person per room) and/or inadequate accommodation (dwelling identified as in need of major repair).

"Waiting List" data as at end of March 1988 from Provincial CHUMS data file modified to include Municipal Non-Profit RGI Applicants. RGI Waiting Lists for Co-op and Private Non-Profit Housing not included.

Equivalent Core Need and Waiting List data for the waterfront area are not available.

* Singles under 60 RGI Waiting Lists not available and therefore excluded.

Source: CMHC and Ontario Ministry of Housing.

Household Income and Incidence of Low Income (Table 5)

Household income is defined as the combined annual money income of all household members, including spouses and children 15 years or older, and includes income obtained from full- and part-time work. If the average household incomes shown in Table 5 seem high, it should be remembered that average employment income for those in the Metro waterfront area who worked in 1985 was $20,941.

Household Income

Metro's waterfront communities had a lower average household income than did Metro as a whole.

With the notable exception of Scarborough, average household income was lower in the waterfront area of each municipality than in the municipality as a whole.

While residents of the City of Etobicoke had the highest average income of the lakefront cities, the Etobicoke waterfront community had an average income that was 27 per cent lower than for the City of Etobicoke as a whole ($32,343 for the waterfront, compared to $44,058 for the City), which represented the lowest average household income of Metro's waterfront areas.

Incidence of Low Income

Within Metro Toronto, 13 per cent of all economic families (see Appendix 2 for definition) and 34 per cent — one out of three — of all unattached individuals fell within Statistics Canada's definition of low-income households.

While data on incidence of low income are not available for the waterfront communities, it is reasonable to infer that the incidence of low income was greater in waterfront areas than in Metro as a whole, considering that private household average income was lower in the Metro waterfront area than in Metro as a whole.

Our general conclusion is that incomes are lower in the waterfront communities of Etobicoke and Toronto than in each city as a whole, but this is not the case in Scarborough. In part, this difference reflects housing stock and the incomes required to gain access to that stock. As we have noted, Scarborough's waterfront area consists predominantly of newer (post-1960) single-family detached homes, while both Etobicoke and Toronto's waterfront areas contain predominantly older housing, with a significant proportion of apartments.

Table 5: Household Income and Incidence of Low Income

Geographic Area	Private Household Average Income	Incidence of Low Income (%)		
		All Economic Families	All Unattached Individuals	Total
METRO TORONTO	$40,493	13.1	33.8	16.4
WATERFRONT	$38,017	NA	NA	NA
ETOBICOKE CITY	$44,058	9.6	28.9	12.0
WATERFRONT	$32,343	NA	NA	NA
TORONTO CITY	$39,118	16.5	35.2	21.5
WATERFRONT	$34,410	NA	NA	NA
SCARBOROUGH CITY	$41,010	11.7	35.3	13.5
WATERFRONT	$43,274	NA	NA	NA

- Metro's waterfront area has a lower average household income than Metro as a whole and, with the exception of Scarborough, average household income was lower in the waterfront area of each municipality.
- While the City of Etobicoke had the highest average income, its waterfront area had an average income that was 27% lower and which represented the lowest average household income of Metro's waterfront areas.
- Within Metro Toronto 13% of all economic families and 34% of unattached individuals (1 out of every 3) fell within Statistics Canada's definition of low income households.
- While data on incidence of low income are not available for the waterfront area, it is reasonable to except a higher incidence of low income for these areas since private household average income was lower for the waterfront as a whole.

Source: 1986 Census

Affordability Problems and Overcrowding (Table 6)

For purposes of this analysis, an affordability problem is defined as applying to private households that pay 30 per cent or more of household income toward either gross rent or major household payments such as mortgages.

Affordability data by municipality for Metro Toronto and the three lakefront cities are for one-family households, without additional persons. Consequently, these data provide only a partial picture because they exclude non-family households, which represent the fastest-growing household type and account for roughly 45 per cent of renter households.

In contrast, affordability data for each waterfront area are for all private households and, therefore, provide a much more complete picture of affordability problems.

Metro Toronto and Lakefront Municipalities

Affordability problems for one-family households in Metro were highest for renters, at 11.5 per cent, compared to 8.5 per cent for owners. Of the three lakefront cities, one-family household affordability problems were proportionally the highest for renters in the City of Scarborough at 14.5 per cent.

Metro Toronto Waterfront

Affordability problems for all private households in the Metro waterfront area were more than twice as high for renters (32.8 per cent) as for owners (14.5 per cent).

However in the waterfront area, severe affordability problems were almost three times higher for renters than for owners. In terms of severe affordability problems, defined as households spending 40 per cent or more of gross income on rent or major payments, 20.8 per cent of renter households had severe problems, compared to 7.6 per cent of owner households.

Affordability problems for both owners and renters were proportionally highest in the City of Toronto waterfront area, followed by Etobicoke and Scarborough waterfronts.

In summary, within the Metro waterfront area, almost one out of three renter households (32.8 per cent), experienced an affordability problem compared to one out of seven ownership households (14.5 per cent).

Table 6: Affordability Problems and Overcrowding

Geographic Area	Private Households* with Gross Rent/ Major Payments >= 30% Household Income				Overcrowding Dwellings with 1.1 or More Persons per Room					
	Renters		Owners		Single Detached		Apts >= 5 Storeys		All Others	
	#	%	#	%	#	%	#	%	#	%
METRO TORONTO	46,450	11.5	34,995	8.5	NA	NA	NA	NA	NA	NA
WATERFRONT	10,760	32.8	4,745	14.5	185	0.7	1,155	6.3	750	3.7
ETOBICOKE CITY	5,120	11.3	4,455	6.8	NA	NA	NA	NA	NA	NA
WATERFRONT	2,600	30.6	1,100	17.2	65	1.2	20	0.7	400	6.1
TORONTO CITY	14,135	9.2	8,765	8.8	NA	NA	NA	NA	NA	NA
WATERFRONT	5,180	36.2	1,170	18.6	30	0.9	855	10.2	280	3.1
SCARBOROUGH CITY	8,790	14.5	9,560	9.6	NA	NA	NA	NA	NA	NA
WATERFRONT	2,980	29.7	2,475	12.3	90	0.5	280	4.0	70	1.5

- The proportion of renter households with affordability problems in Metro's waterfront neighbourhoods (32.8%) is more than twice as high as owners with affordability problem (14.5%).
- Affordability problems for both owners and renters are highest in City of Toronto waterfront neighbourhoods, followed by the Etobicoke then Scarborough waterfront areas.
- Overcrowding by structure type varies significantly across Metro's waterfront neighbourhoods.
- Overcrowding is highest in apartments of 5 or more storeys in the City of Toronto waterfront neighbourhoods at 10.2% overcrowded dwellings, followed by other structure types (predominantly low rise apartments) in the City of Etobicoke waterfront neighbourhoods with 6.1% overcrowded dwellings.

Note: * Affordability data by municipality are for 1-Family Households, without additional persons; while affordability data for each waterfront area is for All Private Households. Consequently, municipal level data cannot be directly compared to the waterfront areas for this data set.

Source: 1986 Census

Overcrowded dwellings are defined in this analysis as private dwellings with 1.1 or more persons per room, excluding bathrooms but including kitchens. This is a narrow definition and captures only the very worst cases of overcrowding. For example, using it as a guide, four persons living in a one-bedroom home (bedroom, bathroom, living room, dining room, and kitchen) would not be considered to be overcrowded.

Overcrowding by structure type varied significantly across Metro's waterfront neighbourhoods.

Overcrowding was highest in the City of Toronto waterfront neighbourhoods in apartments of five or more storeys at 10.2 per cent overcrowded dwellings; followed by other structure types, predominantly low-rise apartments, in the City of Etobicoke waterfront area, with 6.1 per cent overcrowded dwellings.

Overcrowding in single detached dwellings was generally very low in all areas, indicating that people with higher incomes tend to purchase more space and to share that space with fewer people.

Row and Apartment Housing Completions and Housing Starts (Figures 1, 2 and 3)

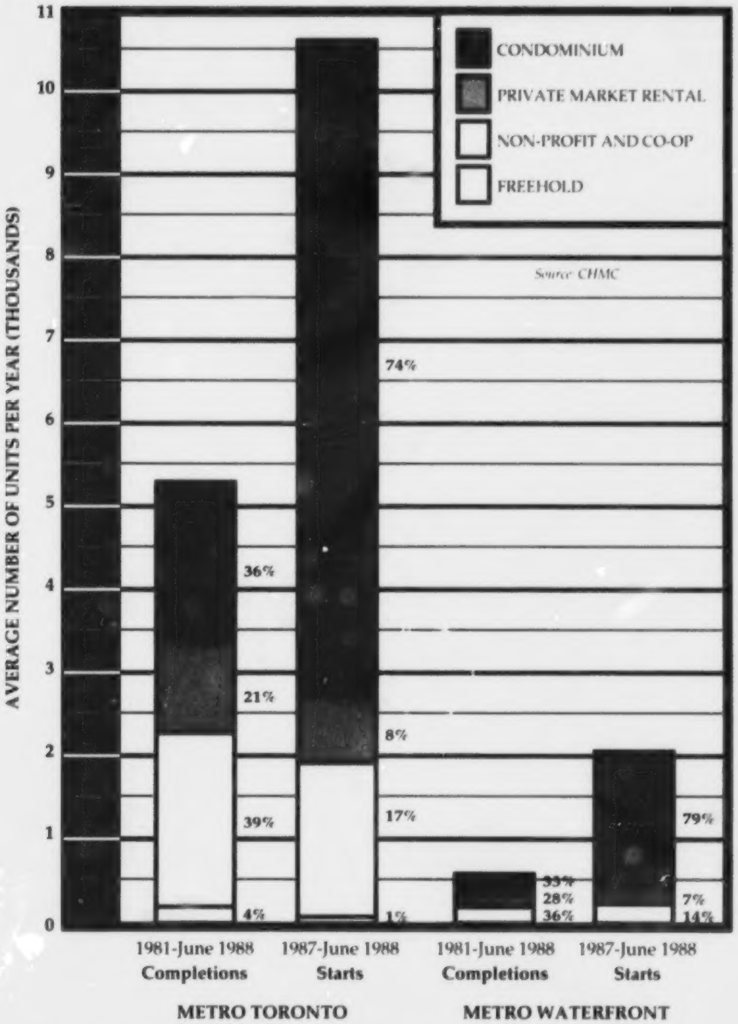
The focus in this section is on new row and apartment construction activity. Single detached and semi-detached structures were not included because the Canada Mortgage and Housing Corporation (CMHC) could not break down this activity within the defined waterfront areas.

At the time of writing, the most recent data available for Metro Toronto and the Metro waterfront went as far as June 1988. Figure 1 shows average annual housing completions during the seven-and-a-half years from January 1981 to June 1988 and average annual housing starts during the one-and-a-half years between 1987 and June 1988.

Housing completions shown in Figure 1 reflect the historical past: what has already been built in a period of seven-and-a-half years. In contrast, the housing starts shown in Figure 1 are a reflection of the contemporary situation: starts in the past year-and-a-half which are either currently under construction or have recently been completed.

Figure 1

Average Annual Row and Apartment Housing Completions and Housing Starts



- Average annual completions 1981-June 1988 are a reflection of the historical past (what has already been built).
- Average annual starts 1987-June 1988 are a reflection of the present (what has recently been started and is either currently being built, or has recently been completed).

Figure 1 dramatically contrasts the historical past and the present.

In terms of Metro Toronto:

- Recent annual housing starts are at twice the level of historical completions (10,653 units started compared to an average of 5,309 units completed per year).
- The difference is wholly attributable to condominium housing starts, which comprise 74 per cent of recent start activity, compared to 36 per cent of historical housing completion activity.
- While historical housing completions averaged roughly 1,900 condominium units annually, recent condominium starts are four times greater, roughly 7,900 units annually.
- These condominium starts are geared almost exclusively to the "adult lifestyle" target group.
- In the City of Toronto, condominium starts are predominantly for bachelor and one-bedroom units while, in the other parts of Metro, condo starts are a mix of one- and two-bedroom units.
- The tremendous growth in condominium starts is, in part, occurring at the expense of private market rental activity. Despite the boom in new construction, recent rental housing starts are averaging 800 units per year, as compared to 1,100 units per year for historical rental completions.
- Roughly 40 per cent of the recent private market rental starts have received funding under various government rental-assistance programs.
- Approximately 25 per cent of the recent private market rental starts are geared exclusively to senior citizens requiring care.
- While falling proportionally from 39 per cent of completions to 17 per cent of recent starts, non-profit and co-op housing activity has remained fairly constant: historical completions averaged roughly 2,000 units per year and recent starts average 1,800 units.

In terms of the Metro Waterfront:

- The difference between historical completions and recent starts in the waterfront area is more dramatic than in Metro as a whole.
- Recent starts in Metro's waterfront areas are more than three times higher than average historical completions (2,112 units started per year, compared to 634 units completed).
- While the increase is attributable solely to condominium starts, as with Metro as a whole, average condominium starts in the waterfront area are eight times higher than historical condominium comple-tions (1,672 condominium units started per annum versus completions averaging 209 units per annum).

In short, the face of both Metro and its waterfront area is being dramatically altered by the current housing boom. It is not just a significant increase in numbers of units started, it is a dramatic increase in the volume and proportion of condominiums under construction.

These condominium units are almost exclusively adult lifestyle projects and consist predominantly of one-bedroom units. The predominance of smaller unit types is not only a response to the demographic trend towards smaller household sizes, it also reinforces and, in part,generates that trend. Smaller unit sizes tend to preclude future occupancy by families with children and, in combination with the adult life style designation of most projects and the high disposable income required to gain access to ownership units, sharply reduce the choices for families in the new housing stock.

Nearly all condominium starts within Metro Toronto are in "pre-sold" projects where the units are sold prior to the beginning of actual construction. The purchasers are either bona-fide homeowners who intend to occupy their units or investors/speculators who intend to resell the units or rent them out until they can realize a significant appreciation in price.

The investor/speculator component has been estimated to comprise between 30 per cent and 40 per cent of new condominium sales in Metro Toronto. Given the substantive price increases in Metro Toronto ownership housing, including a 28-per cent increase between October 1987 and October 1988, the investor/speculator component may actually be driving the market for smaller unit types. Smaller unit sizes, which tend to have lower per-unit prices, give developers a wider market of potential purchasers.

A lower per-unit price means a lower downpayment for the investor/speculator and the opportunity to spread investment over several projects by purchasing a portfolio of housing units over time. However, smaller unit sizes provide less flexibility for future residents, particularly as household composition changes. In addition, investor-owned units in homeowner condominium projects provide little security of tenure to renters because the units are subject to sale at any time.

Under a market regime of rapid price increases, the condominium portion of Metro Toronto's housing market, and of its waterfront sub-market, is expected to remain very high and private market rental activity to remain relatively weak. Four factors underpin these prospects:

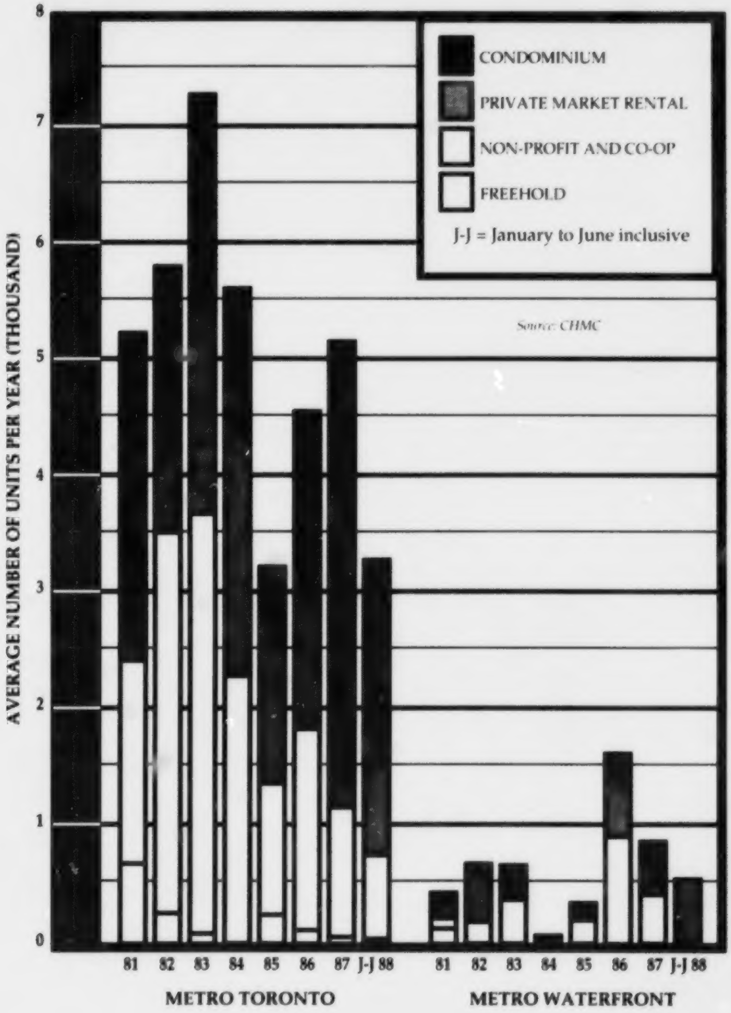
1. In a time of rapid price increases, condominium development offers a higher rate of return to developers than rental, and condominium uses can outbid rental uses in most cases when competing for land.
2. Condominium development offers a more rapid turnover of invested capital (most projects are fully registered and turned over to a condominium board within two years of completion), compared to rental development, which is a long-term investment.
3. The condominium market is a dual market (homeowners and investors) that has been widened 30 to 40 per cent by the investor component of the market.
4. The tax system currently favours investors.

In consequence, the choices available to family households and to those who lack high disposable income are expected to remain severely limited in waterfront neighbourhoods and in Metro as a whole. There is a need for implementation of the policy changes recommended in this Report.

Figure 2 shows annual row and apartment housing completions, 1981-87 and January to June 1988 inclusive. The completion of a new housing project usually takes six to 18 months, depending on project type (row or apartment)

Figure 2

Annual Row and Apartment Housing Completions 1981-87 and January to June 1988



Source: CHMC

and number of units. Consequently, housing completions reflect investment decisions taken years earlier.

In the case of Metro Toronto:

- The high number and proportion of assisted housing completions between 1982 and 1984 reflected moderate land prices, particularly in the publicly initiated Malvern, Frankel/Lambert, and St. Lawrence land assemblies, as well as the federal government's policy of increasing assisted housing production during the 1980-82 recession. At that time, the province was not active in funding assisted housing production.
- In 1983-84, private market rental housing production was stimulated by the Canada Rental Supply Program, by the termination of the MURB program, and by private development either in or adjacent to the public land assemblies.

In the case of the Metro waterfront, housing completions were concentrated in the following geographic areas:

- Assisted housing, private market rental, and condo completions in 1981-83 were centred mainly in the St. Lawrence Neighbourhood.
- Completions between 1986 and 1988 reflected significant condominium development of Harbourfront Corporation lands and of assisted housing in the Bathurst Quay neighbourhood of Harbourfront.

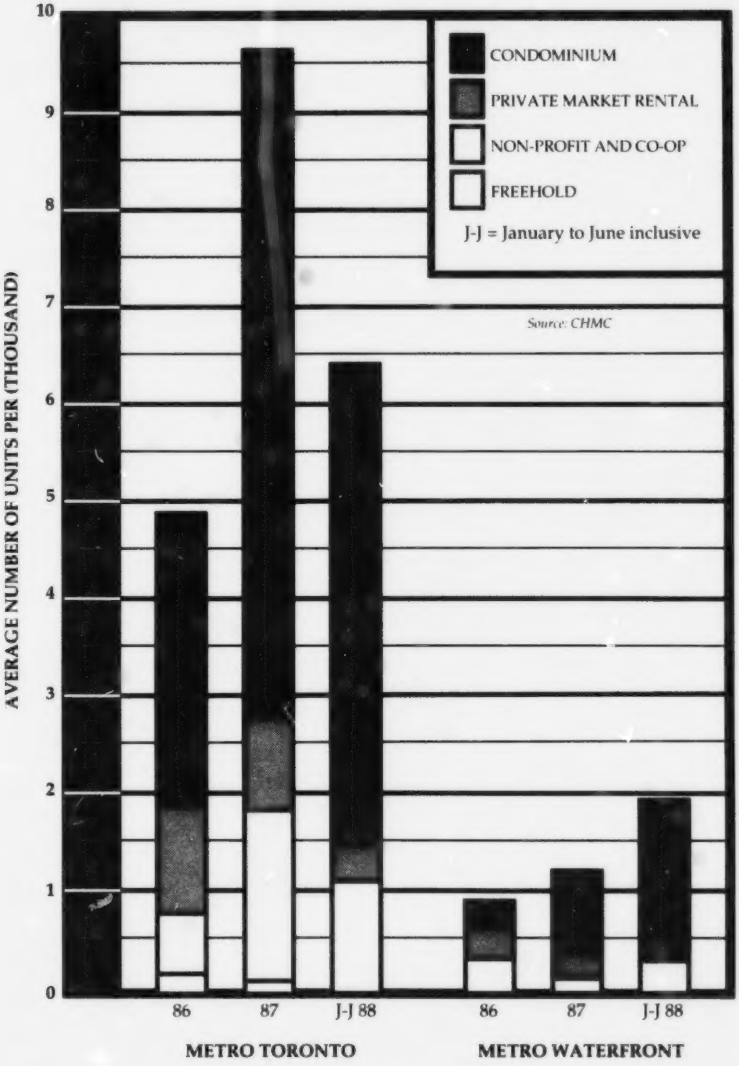
Figure 3 shows recent row and apartment starts. Starts activity for 1986 is included in order to show the sharp increase in housing starts that began in 1987 and the dramatic increase in condominium starts in 1987-88.

In terms of Metro Toronto:

- Housing starts during 1987 were 9,613 units, almost twice the 1986 level of 4,867 units.
- Starts activity in the first half of 1988 exceeded the total for all of 1986.
- Condo starts have risen dramatically: in the first half of 1988, they were one-and-a-half times the number of those in all of 1986, while private rental starts have consistently fallen.

Figure 3

Annual Row and Apartment Housing Starts 1986-87 and January to June 1988



Source: CHMC

In terms of the Metro waterfront:

- Housing starts in the first half of 1988 alone were more than twice the total starts for all of 1986.
- While private market rental activity has fallen, condominium starts in the first half of 1988 were one-and-a-half times those for all of 1987 and five-and-a-half times total condominium starts in 1986.
- In 1987 and the first half of 1988, condominium starts on the Metro Waterfront were concentrated in the vicinity of the Central Bayfront area of Toronto (1,383 units) and Lakeshore Boulevard in Etobicoke (564 units).

Vacancy Rates, Average Rents, and 12-Month Rent Increases

Table 7 shows recent and current private market vacancy rates in the Toronto CMA, Metro Toronto, and the three lakefront cities, as well as the current average rents and 12-month rent increases. Data for the waterfront areas were not available.

Vacancy Rates

Vacancy rates in the Toronto CMA have been the lowest of Canada's 25 CMAs since April 1986.The rate in October 1988 stood at 0.2 per cent: for every 1,000 apartment units, only two were vacant and available for immediate occupancy.

Vacancy rates have declined since April 1983, when they reached a high of 1.2 per cent, and the decline inversely mirrors the post-recession growth in the economy of the Toronto area. Strong employment growth has continued both to attract immigrants from abroad, from other provinces and from within Ontario, and to lead to new household formation within the CMA. At the same time, the lack of new rental accommodation and rapid increases in the price of ownership housing have severely limited the options open to renter households.

Table 7: Vacancy Rates, Average Rents and 12 Month Rent Increase (Privately Initiated Apartments of 6 or More Units)

Geographic Area	Vacancy Rates (%)				October 1988 Average Rents ($)				12 Month Rent Increase (%)			
	1987		1988		Bach	1Br	2Br	3Br	Bach	1Br	2Br	3Br
	Apr	Oct	Apr	Oct								
TORONTO CMA	0.1	0.1	0.2	0.2	409	493	596	738	6.8	4.3	4.5	5.7
METRO TORONTO	NA	0.1	0.2	0.1	411	489	586	734	6.8	4.1	3.8	4.4
ETOBICOKE CITY	0.0	0.2	0.1	0.1	337	438	562	727	5.0	1.4	2.5	4.1
TORONTO CITY	0.3	0.2	0.3	0.3	419	527	692	1,083	6.4	5.1	5.1	0.6
SCARBOROUGH CITY	0.0	0.0	0.0	0.1	455	491	577	694	15.4	3.9	4.7	5.0

- The Toronto CMA has had the lowest vacancy rate of Canada's major urban centres since April 1986.
- Toronto CMA vacancy rates have trended downward from a high of 1.2% in April 1983 and inversely mirror the extremely strong post-recession growth in the Toronto economy. Employment growth continues to attract significant in-migrants and to lead to new household formation; while the lack of new rental accommodation, and rapid increases in the price of ownership housing, severely limits the options for renters.
- Rents are shown for occupied and vacant units regardless of when the units were constructed. Rents for vacant units in the Toronto CMA were on average 48.4% higher than those shown and ranged from 17.8% higher for vacant Bachelor units to 76.7% higher for vacant 2 Bedroom units.
- Consequently, it is increasingly difficult not only to find suitable accommodation, but also to find affordable accommodation among those units vacant.
- Rent increases have been held down by the backlog of units in the rent review process. The November 1988 backlog of applications comprised approximately 25% of all units subject to rent review in the Province. Rent increases awarded for the 80,000 units processed in the period September 1987 to November 1988 averaged 11.4%.

Source: CMHC and Ontario Ministry of Housing.

Average Rents and Rent Increases

The average rents shown in Figure 1 are for both occupied and vacant units, regardless of the age of the units. However, rents vary significantly according to age and the quality of apartment stock. In particular, newer apartments tend to have "luxury" features and comprehensive amenities that are reflected in their rents. As well, rent review treats post-1975 structures differently, allowing greater rates of rent increase through the loss provisions of Bill 51, which became law in January 1987.

Figure 1 does not show separately the average rents for vacant units. In the Toronto CMA, rents for vacant units were, on average, 48.4 per cent higher than average rents for all units and ranged from 17.8 per cent higher for vacant bachelor units to 76.7 per cent higher for vacant two-bedroom units. A similar pattern exists in Metro Toronto but with a greater spread: Metro Toronto rents for vacant units were 50.8 per cent higher than average rents for all units in Metro and ranged from 19.2 per cent higher for vacant bachelor units to 83.4 per cent higher for two-bedroom units.

Consequently, it is increasingly difficult not only to find suitable rental accommodation, but to find affordable rents among the limited number of vacant units. This is particularly true for renter households that want to move within the rental stock because of either a change in household size or place of work. The difficulty is the same for newly formed households.

The average 12-month rent increase, while slightly above the 1988 provincial rent review guideline of 4.7 per cent, has been held down by the backlog of rent increase requests to be processed. The November 1988 backlog of applications was approximately 25 per cent of all units subject to rent review in Ontario. Rent increases awarded for the 80,000 units processed between September 1987 and November 1988 averaged 11.4 per cent.

Highlights

In summary, the following are the highlights of this analysis of Metropolitan Toronto's existing waterfront population and housing stock.

- During the 1981-86 period, Metro's waterfront population grew at almost twice the rate of Metro Toronto's total population (4.8 per cent compared to 2.6 per cent). Population growth was most pronounced on the City of Toronto's waterfront, which experienced a 10.8 per cent increase.
- The overall Metro waterfront area had an equal proportion of owner and tenant households in 1986.
- The need for assisted housing is severe within the Toronto CMA and most particularly within Metro Toronto.
- In 1986, Metro's waterfront communities had a lower average household income than Metro as a whole, and, within Metro Toronto, 13 per cent of all economic families and 34 per cent (one out of three) of all unattached individuals fell within Statistics Canada's definition of low-income households.
- Within the Metro waterfront area, almost one out of every three renter households (32.8 per cent) paid 30 per cent or more of household income for rent, while one out of five renter households (20.8 per cent) had severe affordability problems and paid 40 per cent or more of income for rent.
- In Metro Toronto, condominium housing starts comprised 74 per cent of recent row and apartment starts, compared to 36 per cent of historical housing completions. The actual number of condominium units started was four times higher than historical completions. The tremendous growth in condominium starts is taking place, in part, at the expense of private market rental activity.
- In the waterfront area, recent condominium starts are eight times higher than historical condominium completions.
- The face of both Metro Toronto and its waterfront is being dramatically altered by the amount and proportion of condominium activity, with condominium units being almost exclusively adult lifestyle projects consisting predominantly of one-bedroom units.

- Rental apartment vacancy rates in the Toronto CMA have been the lowest of Canada's 25 CMAs since April 1986; the October 1988 rate was 0.2 per cent in the Toronto CMA and 0.1 per cent in Metro Toronto.
- Vacancy rates have trended downward since April 1983, when they were at a high of 1.2 per cent. The decline in vacancy rates inversely mirrors the Toronto area's extremely strong economic growth.
- Rents for the few vacant units available are an average of 50.8 per cent higher than average rents for all units. Consequently, it is increasingly difficult not only to find suitable rental accommodation, but also to find affordable rents.

4. Current Policies, Plans, and Initiatives

This section of the Report describes and analyses current policies, plans, and initiatives of governments, private non-profit organizations, and the private sector concerned with development of waterfront housing and neighbourhoods.

The waterfront is viewed within the context of the general land-use and housing policies and programs of each level of government, as well as within specific public- and private-sector housing plans and initiatives. At present, there is considerable public debate over the adequacy and usefulness of government housing policies in meeting Metropolitan Toronto's severe housing shortage and in resolving affordability problems.

However, this chapter does not attempt a prescriptive solution for current general housing problems; rather, it assesses existing waterfront housing and neighbourhood plans and projects. It identifies additional opportunities, both for creating new neighbourhoods (with the potential for varied housing) and for strengthening many existing neighbourhoods on or near the waterfront.

Collectively, current plans, initiatives, and proposed opportunities could make a substantial contribution toward increasing the supply of housing, affordable housing in particular, that is the objective of both government and the private sector and could double the population of 170,000 people now living on the waterfront.

However, these factors alone, while perhaps more important than commonly realized, cannot solve Metropolitan Toronto's housing problems. Meeting metropolitan needs will depend on larger-scale housing policies and strategies from senior governments, working co-operatively with lower levels of government, and on the capacity of co-operative and non-profit housing organizations and the private sector to continue delivering their respective shares of housing supply.

Federal Policies, Plans, and Initiatives

The Government of Canada has had a long and direct involvement in the Metropolitan Toronto waterfront, sometimes responding to local governments and citizens as it did in 1910, when it assisted in developing the Port of Toronto by donating land and establishing the Toronto Harbour Commissioners. It did so again in the 1930s when, at Toronto's request, it took responsibility for developing Toronto Island Airport through the Commissioners.

At other times, the federal government has acted unilaterally to protect the public interest in the waterfront, as in 1972 when it expropriated and assembled land to create Harbourfront, and again in 1988, when it set up the Royal Commission on the Future of the Toronto Waterfront. In short, the Government of Canada's attention to, and support for, the waterfront has evolved over the years in response to the evolving waterfront needs of Torontonians.

Today, the Government of Canada makes both a direct and an indirect contribution to waterfront housing and the development and/or maturation of waterfront neighbourhoods. In addition, broader federal policies have a potential long-term influence on the socio-economic composition of the waterfront population and on the quality of the physical and natural environment of waterfront housing and neighbourhoods.

However, in a number of neighbourhoods, the operation of certain federal facilities in support of national program goals creates actual or potential tension between local aspirations and needs and regional/federal aspirations and needs. Such tensions are most evident on the central waterfront, in the vicinity of Harbourfront, the Island Airport, and the Port of Toronto installations, where federal ownership is concentrated.

The policies through which the Government of Canada has greatest impact on waterfront neighbourhood and housing are: housing; federal land management; environment; immigration; and multiculturalism.

The agencies of the federal government responsible for these policies are, respectively: Canada Mortgage and Housing Corporation; Treasury Board Secretariat and federal departments and agencies responsible for federal lands and properties; Environment Canada; Canada Employment and Immigration Commission; and the Secretary of State.

The specific agencies of the Government of Canada that have actual, planned or potential neighbourhood/housing developments on the lands and properties of which they are the custodians include one department, three Crown corporations, and one commission. Cumulatively, they have a substantial influence on the future of the central waterfront.

- The federal Department of Public Works holds the Harbourfront lands in its inventory, transferring them to Harbourfront Corporation on a site-by-site basis as the Governor-in-Council approves individual project developments.
- Harbourfront Corporation is developing the Harbourfront site in conjunction with the private sector and non-profit organizations for a mix of uses, including market-rate and assisted housing, integrated with a combination of commercial, institutional, recreational, marine, open space, and park uses.

Implementation of the existing Harbourfront Plan is about half-completed and approximately 4,000 people already live at Harbourfront, most near the western end. There is no further development at this time because of an interim holding by-law, passed by the City of Toronto pending agreement between it and the Harbourfront Corporation on a revised Urban Design and Development Plan. The Plan is intended to reduce the amount of density permitted on the site and to increase the amount of parkland there.

The City's 1987 freeze, supported by the Government of Canada, was a response to public concern over inappropriate design and location of high-rise condominium and residential rental buildings on the central waterfront, as well as to local fears that the parkland promised by the federal government through the Harbourfront Corporation would not be delivered.

Lengthy, ongoing attempts by City and Harbourfront officials to agree on modifications to existing plans may also reflect changing, strengthened community values about the nature and quality of waterfront development.

To some extent, the Harbourfront Corporation has also been made a scapegoat for adjacent Central Bayfront developments, which rise even higher than the criticized Harbourfront buildings. The Central Bayfront developments are perceived as blocking access to, and views of, the waterfront and impeding such uses as waterfront parks and the island ferry service located in this area.

As far as housing and neighbourhoods are concerned, the Harbourfront Corporation's record to date is mixed. While the Corporation has introduced a range and mix of housing to the site and has successfully managed the development of a number of well-designed residential buildings with many amenities, it, the City of Toronto, and the developer must share responsibility for the inappropriate high-rise residential towers on Queen's Quay West.

As well, the bulk of non-profit housing built so far has not been well integrated into the Harbourfront District. It has been concentrated at the western end of the site on Bathurst Quay, furthest away from services. Since Harbourfront is, as yet, only half-developed, a full range of neighbourhood and community facilities remains to be put in place. Neighbourhood associations are actively pressing for these amenities. While the second half of Harbourfront is being developed there are opportunities to correct imbalances, either on the site itself or in adjacent areas. This should be one of the goals of the revised Harbourfront Urban Design and Development Plan.

These and other issues concerning the role, mandate, and development plans of the Harbourfront Corporation are being raised at public hearings of the Royal Commission.

- CN Rail Corporation owns a large portion of the Railway Lands immediately north of the Gardiner Expressway and is in the process of redeveloping those that are surplus to its rail requirements. The result will be a new mixed commercial/residential community, City Place, which will be linked to both the financial district and the waterfront. CN envisages City Place as providing approximately 5,800 dwelling units, including assisted housing.

  It will take between 10 and 15 years to complete City Place, with the first residential accommodations on site in approximately five to seven years from now. Among the issues that affect development of these lands is the physical relationship between City Place and Harbourfront.

  CN also owns 6.1 hectares (15 acres) of surplus land in the perimeter of the St. Lawrence Square neighbourhood project, which was announced by the province and the City of Toronto in June 1988. The City is currently negotiating with CN to purchase this property and consolidate its acquisition of the St. Lawrence Square site.

- The Toronto Harbour Commissioners, deemed in this Report to be a federal agency, was established by federal statute and two of its five Commissioners are appointed by the Government of Canada; the Government of Canada pays THC deficits. The THC owns or leases out over 560 hectares (1,384 acres) of land in the Port Industrial Area, much of which is now heavily underused or derelict, but has the potential for redevelopment for mixed neighbourhood/residential, industrial, commercial, parkland, open space, recreational, and transport uses.

  Over the past decade or so, the Commissioners, with the consent of ministers, have sold off waterfront lands surplus to THC needs in order to eliminate substantial debt. THC staff now say the agency is debt-free and, except for an occasional transaction, property disposal seemingly has ceased.

  The sites for the Harbour Castle Westin, the Harbour Square condominiums, the Graywood condominiums, Marine Terminal 27 (MT27), and the proposed Huang and Danzckay 14/9/14-storey condominium development at 2-50 Stadium Road, currently before the Ontario Municipal Board (OMB), were all sold by the THC and are examples of its property disposal policy.

  The role, mandate and development plans of the Toronto Harbour Commissioners will also be the subject of hearings by the Royal Commission.

- The Canada Post Corporation (CPC) owns a strategic site at 40 Bay Street immediately south of Union Station on land that, potentially, could contribute to the full development of a multi-modal (air/rail/transit/bus) transport node as well as acting as the gateway to the waterfront, a north-south link between the Central Business District and the Central Bayfront. This site also has the potential for a mixed-use commercial/residential development and is currently zoned for commercial and residential uses at a density of eight times the area of the lot for commercial use and four times the area for residential.

  CPC also owns the Eastern Avenue postal plant site in the Ashbridge's Bay/Greenwood area, part of which could be developed for neighbourhood or residential uses.

Within the waterfront area, the Department of National Defence (DND) controls, but does not own, two armouries. Since 1932, Fort York Armoury at 220 Fleet Street has been held on a 99-year lease from the City for a dollar a year. HMCS York at the 659 Lakeshore Boulevard West is leased from the THC at a dollar a year for 998 years from 1941.

The Fort York Armoury sits on approximately 1.2 hectares (3 acres) of land immediately south of Fort York and the Gardiner Expressway, between the Railway Lands to the east and Exhibition Place to the west. It is one of three militia bases in Metro.

While the Toronto Historical Board may view this facility as detracting from Fort York to the north, the militia consider the facility to be important. Various regimental associations quartered there have strong historical and emotional ties to the building and its location, including its physical proximity to Fort York.

HMCS York is on a 1.2-hectares (3 acres) property right on the water, between Metro parkland to the west and the Dylex Corporation to the east. The redevelopment potential of the Dylex property suggests the HMCS York site may be valuable, although potential value, as well as military use, must be weighed with the need for public access and open space in this area.

Both The Fort York Armoury and the HMCS York site should be included in any urban design for the area, and should allow for continuity of public access along the waterfront and the surrounding parkland as well as linkages to Harbourfront and adjacent areas.

Federal Housing Policy and Programs

As the Government of Canada's housing agency, the Canada Mortgage and Housing Corporation (CMHC) follows the government's key general directives and policies. Between 1984 and 1988, the government's overriding concerns were fiscal restraint, an improved framework for private-sector activities, federal-provincial co-operation, and targeting of available assistance to those in need. Federal housing policy had to fit within this framework.

Immediately prior to the federal election in November 1988, housing was given increased visibility in Ottawa with the appointment of a minister separately responsible for federal housing policy and programs, and a new Minister of State for Housing, the Honourable Alan Redway, was named in January 1989. To what extent the government's general priorities will remain the same under a new mandate and whether housing will continue to have a higher profile is still unclear; however, it is not unreasonable to suggest a substantial degree in continuity of these policy thrusts.

While CMHC is a national agency delivering national programs, it attempts to fulfill its mandate in a regionally responsive, flexible way through federal-provincial agreements. In recent years, the Corporation has focused on three areas; social housing programs for those in most need; mortgage insurance designed to give Canadians in every part of the country equal access to mortgage financing; and socio-economic and housing research.

CMHC has noted, for example, that:

- In Southern Ontario, the demand for housing has outstripped the ability of the industry to respond.
- In Metro Toronto, rising prices cause barriers to homeownership for moderate-income households.
- With vacancy rates near zero, renters are hard pressed to find affordable accommodation.

Through a federal-provincial agreement, the CMHC and its partners, the Ontario Ministry of Housing and the Ontario Housing Corporation, have been adjusting the federal program parameters as far as possible within the limits of available funding to meet this situation.

Corporation research on housing supply and demand in Metro indicates that demand from the two largest housing consumer groups — first-time buyers between the ages of 25 and 35 years, and move-up buyers in the 35-45 year age bracket — will start to ease within the next five to seven years. This, combined with continuing federal and provincial efforts, in co-operation with local governments, the non-profit sector, and the private housing industry, may help to bring the demand and supply situation back into better balance.

Because its planning and strategic management operate essentially at the national, provincial, regional level, CMHC does not have a specific corporate view of Toronto's waterfront housing and neighbourhoods (although, in the past, it contributed significant to the Vancouver waterfront by developing the False Creek and Granville Island projects).

Nevertheless, it continues to provide program support through the Province and through local governments, as well as giving direct assistance for housing projects on the waterfront that qualify under the criteria established in federal-provincial agreements. The Corporation also provides support for individuals living on the waterfront who qualify for mortgage insurance.

The major vehicle for federal social housing delivery is the Non-Profit Housing Program. In Ontario, it is cost shared — 60 per cent paid by the federal government, 40 per cent by the Province — and delivered by the province, with the units targeted to those in core need.

In 1987, under its policy of fiscal restraint, the federal government changed the Non-Profit Housing Program so that instead of making allocations based on the number of housing units to be delivered, it made them based on forecast dollar expenditures. This financial cap on the program has had a serious impact on the number and type of units that can be produced.

In Metro Toronto's uniquely heated real estate market, escalating prices for land and new construction have rapidly outstripped the projected costs on which CMHC's dollar allocations were based. To remain within the financial caps, the delivery agent must either reduce the number of housing units to be provided, shift to less costly, smaller unit types (e.g., 1 bedroom, bachelor, etc.) and/or build in more remote locations. In fact, the number of units to be delivered in 1989 has been drastically reduced.

The adverse impact of CMHC's financial limitations is potentially greater on Metropolitan Toronto's waterfront neighbourhoods then elsewhere because they generally involve higher development costs. Those costs are highest for waterfront family housing, which is more costly per housing unit than are smaller singles' or seniors' accommodations. (However, when measured according to the cost per person housed, family units actually cost less.)

The data cited in Chapter 3 indicate that the waterfront population has a lower average income than the Metro population as a whole and has particularly acute affordability problems. (More than 30 per cent of renter households and 15 per cent of owner households on the waterfront had affordability problems in 1986, which, with the continuing rise of housing costs, presumably have worsened since then.)

Clearly, both the 170,000 people now living on the waterfront, and the 150,000 to 170,000 more who could be accommodated there, are in great need of assistance at a time when there is less likelihood of federal support for waterfront housing than for housing elsewhere in Ontario and other parts of Canada.

Therefore, the Work Group recommends that the federal government supplement the existing national program in two ways: remove the financial caps on the non-profit program allocations, and introduce a new non-profit housing program designed specifically for the Metropolitan Toronto waterfront.

Federal Land-Management Policy

The federal land management policy (FLMP) requires custodians of federal lands to manage them so as to deliver federal programs efficiently and achieve broader government economic, social and environmental objectives, including support for urban-related objectives of other levels of government.

Federal departmental lands that are surplus to federal program requirements are disposed of at market value. However, before being sold to the private sector they are offered to the other levels of government.

The policy is administered by the Treasury Board of Canada, through its Bureau of Real Property Management (BRPM). The BRPM and the Treasury Board get advice on specific land development or disposal transactions from an Ottawa-based advisory committee — Federal Land Management (TBAC/FLM) — composed of officials from several departments and agencies that have an interest in land.

FLMP is applied primarily to departments and agencies that fall under Schedules A and B of the Financial Administration Act (FAA). Most Crown Corporations, boards, and commissions are listed in Schedule C of the FAA, and fall outside the scope of the FLMP. Schedule C corporations with property assets are, therefore, much freer than Schedule A and B organizations to pursue their narrow corporate land interests without necessarily adhering to broader federal and intergovernmental land interests.

In December 1987, the President of the Treasury Board refined FLMP terms and their application to the Toronto region, following the Board's review of a report by Stephen McLaughlin on the strategic management of federal lands in Metropolitan Toronto. The President stated that, in the Toronto region "the federal government will continue to hold lands that are appropriate to its operational needs. Lands not required for these purposes will be transferred to the appropriate jurisdictions or to other interests. Where the federal government agrees to transfer land, it is obligated to act in the best interest of Canada as a whole, including seeking full value of the land on behalf of taxpayers." The term "full value" was not defined.

However, the President stopped short of applying the policy to Crown Corporations and other agencies not on the FAA schedules A and B. Significant federal landholdings on the Toronto waterfront are either in the custody of Schedule C organizations (for example, Canada Post Corporation and CN Rail) or are not covered by the FAA or the FLMP — as in the case of the Toronto Harbour Commissioners. That means there is a potentially serious limitation of the Government of Canada's ability to pursue a coherent, comprehensive land-management strategy on the waterfront, especially one which links to, and supports, the provincial and local urban and waterfront objectives.

For example, perhaps the solution to the present impasse between the Harbourfront Corporation and the City of Toronto can be found by looking at the overall federal property ownership pattern on or close to the waterfront, rather than just at the Harbourfront lands.

While these federal entities are or, in the future, may be making a contribution to Toronto's housing supply, they should also be assessed from a broader perspective. Given that the real estate operations of each are conducted with an eye on the bottom line and are market-driven, it is possible to imagine that, unless there is an overall federal plan, in the next few years each might directly or inadvertently compete with the others to attract office and commercial development. At the same time, they might endeavour to minimize or avoid affordable housing obligations in order to maximize commercial opportunities, possibly by negotiating with the City to transfer housing density off-site.

Under a more specific application of the FLMP to Metropolitan Toronto's waterfront housing needs and opportunities, it would be possible to tailor federal land redevelopment or disposal decisions to support the housing objectives of the province and local governments.

CMHC is a member of the TBAC/FLM (along with BRPM, Public Works Canada, and Environment Canada), and, assuming that its representative on the Committee is properly briefed, the housing interests of all levels of government should be reflected in the Committee's advice to Treasury Board and custodian departments.

There is evidence that this is happening to some degree, the most notable example being the August 1988 release of a substantial portion of the Downsview lands (formerly in the custody of the Department of National Defence [DND]) for residential redevelopment, the CMHC to act as project manager and development agent.

However, the Government of Canada, has so far, stopped short of formally endorsing the Province's land redevelopment/disposal housing-first policy. Nor, unlike the Province, has it formally modified its policy of selling at market price when the intended re-use of the land has been specified as affordable housing. Finally, the federal government has not formally endorsed the Province's affordable housing targets by specifying the proportion of non-profit and/or affordable housing to be built on federal lands that are sold or re-developed for residential purposes. (Although the federal Government has specified that 25 per cent of the housing for Downsview will be affordable).

In light of the Downsview example, the BRPM (which co-ordinated the project initiative with the program department, DND, and project manager CMHC) should be encouraged to pursue a similar strategy to have affordable housing built as part of any redevelopment of federal waterfront lands.

Federal Environmental Policy

Federal environmental policy is being strengthened. It already provides for self-sponsored environmental assessment, through the Environmental Assessment and Review Process (EARP), by federal program departments with land developments to implement, in order to protect and encourage clean air, pure water, and nourishing soil. Environmental Policy also covers the conservation and protection of the built environment, by designating and protecting federal heritage structures.

Progressively tighter environmental requirements, and a more systematic application of the EARP by federal departments and agencies, backed by legislative fiat, are envisaged under proposed revisions to legislation and policy.

In addition, Environment Canada is developing a three-part environmental strategy: environmental clean-up, environmental protection, and achieving a national consensus on applying the concept of sustainable development to which the Government of Canada has formally committed itself. Environmentally sustainable economic development is development that treats resources on the basis of their future, as well as their present, value.

As a member of the TBAC/FLM; as the administrator and regulator of the Canadian Environmental Protection Act; as advisor to Cabinet and other departments on EARP and heritage designation; and as the department responsible for the Canada-U.S. Great Lakes Water Quality Agreement, Environment Canada has the opportunity to promote the conformity of international, federal, provincial, and local environmental objectives, and to ensure that federally supported actions and initiatives on the Toronto waterfront meet these objectives.

While application of federal environmental policy may have a direct impact on neighbourhoods and housing through the EARP and heritage review, the real effect of the policy is indirect and long-term. Much of the time, Environment Canada works through its provincial and municipal counterparts. The Department is not perceived by the general public to be a major player with regard to the waterfront and the watershed and does not appear to have a coherent, comprehensive vision of the waterfront environment, with the aid of which it could focus federal and intergovernmental efforts as well as guide private-sector development initiatives.

However, a coherent view may be in the works with the completion of the Toronto Waterfront Remedial Action Plan which is now in preparation. Canada is committed to this Action Plan under the Great Lakes Water Quality Agreement, and Environment Canada is participating with the Ontario Ministry of the Environment and the Metropolitan Toronto and Region Conservation Authority to develop it. The plan should include consideration of environmental clean-up of sites for residential redevelopment along the waterfront, as well as other more general environmental issues that affect the quality of life for all who live on or use the waterfront.

Federal Immigration Policy and Federal Multicultural Policy

Federal Immigration policy is a significant factor in the socio-economic composition of Metro Toronto's population, and it is likely to become even more important if Canada maintains or expands policies governing the number of immigrants.

For the past two years, the total number of primary immigrants has been about 150,000 people, of whom 100,000 have come to Ontario, 70,000 of them to Metropolitan Toronto. Secondary immigrants (members of families of primary immigrants) add another 10,000 to 20,000 annually to the number arriving in Metropolitan Toronto. In addition, there are several thousand more illegal immigrants, who may or may not be allowed to stay. The number of all those who come to Canada and initially locate elsewhere, then migrate to Toronto, is not known precisely but obviously adds further to the immigrant population.

Many of these newcomers gravitate naturally to areas and neighbourhoods where their compatriots live. Although some have been fixed for several generations, the boundaries and characters of ethnic neighbourhoods are not generally stable but change over time as members of an ethnic community prosper and relocate, while a new ethnic group moves in. Traditionally, the pattern in Toronto was that immigrants settled near the waterfront and, literally, "moved up" in the City.

In recent years waterfront neighbourhoods and residential developments have not had a specific ethnic character; they have tended to be, if anything, multicultural in nature. Adoption of a waterfront neighbourhood development strategy that meets the Province's affordable target on the waterfront should facilitate emergence of a waterfront population reflecting the socio-economic composition of Metropolitan Toronto and should be pursued by all levels of government involved in the waterfront.

Government of Ontario Policies, Plans, and Initiatives

By virtue of its constitutional jurisdiction and the provincial interest, the Government of Ontario has a major stake in virtually every facet of public policy, including housing and neighbourhoods, that affects the waterfront.

The overall quality, character, and functions of the provincial capital's waterfront are symbolically and economically important. The type, nature, and quality of development built there indicate the values, not just of Metropolitan Toronto, but of Ontario as a whole.

After many years of non-involvement the Province has recognized this and taken a number of related initiatives. For example, in 1987 it took the lead in establishing the Intergovernmental Waterfront Committee, and it appointed special advisors, at the deputy-minister level, to pay specific attention to the needs and potential of the waterfront and the Toronto region. They were given the task of finding appropriate strategies to assure co-ordinated development of both the waterfront and the Greater Toronto Area (GTA).

One illustration of a broader application of provincial interest would be co-operative ventures between the province and the private sector on world trade and free trade using as their base the World Trade Centre to be built on the central waterfront.

Generally speaking, the Province has the leading governmental role in housing policies and programs. The present provincial government has continued and expanded the efforts of its predecessor to ensure availability of affordable housing while attempting to guarantee fairness for tenants and landlords.

The Province is becoming more interventionist in the land development process and in setting policy targets for Affordable Housing than the governments of the 1970s and early '80s.

This is in sharp contrast to the posture of the federal government which, over the past three or four years, has treated housing as essentially an area of provincial jurisdiction and has been withdrawing from direct delivery of housing programs. Over this same time frame, the Province has assumed a greater measure of responsibility and has become more active.

In 1985, the Province took over total responsibility for delivery of federal provincial shared cost housing programs and expanded its efforts to strengthen both policy and its delivery capability, in part by establishing a separate Ministry of Housing in 1986. It has substantially increased the provincial housing budget, from $283 million in 1986-87 to $441 million in 1988-89; it has set ambitious targets for delivery of non-profit housing; and it has proposed adjustments to the land-use planning process to facilitate production and delivery of all forms of housing.

The Province has piggybacked unilateral provincial programs onto federal provincial shared-cost programs in order to achieve a broader income mix of occupants in non-profit housing projects. In addition, the province is unilaterally funding approximately four times more non-profit housing units than it is cost-sharing with the federal government.

As in the case of the federal government, an array of provincial policies affect waterfront housing and neighbourhoods. The Province has an indirect influence on the waterfront in that much of its policy is implemented through the land planning and controls of Metro and local governments; but it also has a direct influence through the use or re-use of its own waterfront lands.

In addition, it has the power, under Section 3 of the *Planning Act*, to declare that a provincial interest exists when it deems that the waterfront generally or specific waterfront issues require the protection of provincial interests.

The principal provincial policies affecting waterfront housing and neighbourhoods are: land use, housing, environment, and transportation.

The principal ministries and agencies through which these policies are delivered are the ministries of housing (and the Ontario Housing Corporation), municipal affairs, government services, environment, transportation, and natural resources (through the Metropolitan Toronto and Region Conservation

Authority [MTRCA]). There are several other ministries — community and social services, tourism and recreation, and others — whose activities have a bearing on the range of services and amenities in waterfront neighbourhoods.

Provincial Land-Use Policy

In contrast to the federal government, the Province of Ontario has moved some distance from market-based principles in managing its own lands.

To emphasize the high priority it assigns to housing, Ontario has adopted a housing-first policy for the re-use of surplus and developable provincial lands that could have an important influence on both the availability and affordability of waterfront housing.

More housing can become available on the waterfront if residential development takes place on provincially owned waterfront land. The Ministry of Government Services, working with the ministries of Housing and Municipal Affairs, has already begun to redevelop provincial waterfront lands, as, for example, at the Lakeshore Psychiatric Hospital site in Etobicoke.

Other important sites remain to be considered, particularly on the central waterfront. The impact of redeveloping certain properties — for example the Liquor Licensing Board of Ontario and the Ontario Provincial Police properties, the Hearn Generating Station, and Exhibition Place — will be greater if the Province and the Government of Canada can agree on a joint strategy that combines redevelopment of designated federal and provincial lands.

In addition, such provincially sponsored or supported initiatives as the proposed World Fair and the Olympic Games application could have extensive impact on the waterfront that would affect federal as well as provincial lands. The Toronto Ontario Olympic Council has already proposed that an Olympic Village for up to 35,000 people be built on the Port industrial lands of the Toronto Harbour Commissioners.

The affordability of waterfront housing may also be indirectly influenced over time by provincial action elsewhere in the Toronto region that substantially increases the supply of housing: for example, development of Seaton as a community of approximately 100,000 people.

The most fundamental challenge facing those responsible for provincial land-use policy, however, is to define a clear growth and land-use strategy for the Greater Toronto Area that will establish the functions of the waterfront within the region, and influence the share of the growth to be accommodated there.

The Province has set up an interministerial group, the Greater Toronto Area (GTA) Task Force, to examine and make recommendations on provincial policy/strategy. Once direction and strategy have been decided, co-ordination of provincial ministries and inter-governmental co-ordination will be essential to success.

In considering the economic impact of land-use strategy, one issue is the cost to the Province of supporting increased population on the waterfront, rather than building new infrastructure to support more urban sprawl on the metropolitan periphery. The trade-offs may involve continued support for non-profit housing and financial assistance for environmental clean-up on the waterfront, versus the extension of hard infrastructure and services to and in peripheral areas.

Provincial Housing Policy

Affordable Housing and residential rent control are two key provincial policy issues that affect waterfront housing and neighbourhoods.

The latest provincial housing policy was issued in draft form in September 1987, under the authority of Section 3 of the *Planning Act*. The draft has been circulated for public review and comment and will soon be submitted to the provincial Cabinet for final approval, either in its current form or as amended in the light of the comments received.

The draft policy statement was issued jointly by the ministers of Housing and of Municipal Affairs; it focuses on planning for housing in the land-use process. The objectives of the policy for all parts of Ontario are:

1. to provide access to housing for all types of households;
2. to provide for housing that is affordable;
3. to increase the supply and availability of housing;
4. to ensure that available housing is adequate and appropriate to the needs of households.

The draft notes that Ontario's population is expected to grow significantly, largely because of internal and international immigration; that household growth, composition, and family patterns are changing; and that the number of smaller households is expected to increase. Housing supply has not kept pace with these changes, and housing demand is raising the cost of housing at a rate greater than average family incomes are rising, making housing less affordable.

The draft policy is based on the idea that specific initiatives in the land-use approvals process will reduce housing costs and that land costs can be ameliorated if a sufficient supply is available for housing purposes.

In order to keep pace with changing housing demands, the draft proposes that the land-use approval process be modified so that planning boards, official plans, and zoning by-laws in all municipalities support a variety and range of housing to meet community needs. Modifications would include:

- adjustment of development standards to allow a variety of housing to be built;
- adjustment of development approval procedures to reduce the time and cost of reviewing housing applications;
- streamlining public consultation to reduce time spent in dealing with objections while nonetheless dealing with all views presented.

Municipalities and planning boards would be required to ensure that sufficient land was available through new residential development and larger-scale residential intensification (including conversion of non-residential structures, infill, and redevelopment) to meet the next ten years of expected growth — taking into account their shares of expected regional population growth.

Official plans, zoning by-laws, and servicing plans are expected to support the housing objectives of the draft policy statement. Regional and area municipalities in the parts of the province under heaviest growth and housing pressures, including Metropolitan Toronto, are expected to adjust their planning documents to conform to the policy within a year of its release.

In their planning documents, all municipalities and planning boards are expected to require new residential and residential intensification developments to set aside at least 25 per cent of total housing units for Affordable Housing.

Affordable Housing is defined as that affordable to low- and moderate-income households. One half of the units set aside are to be affordable to households with incomes up to the thirtieth percentile of incomes in the relevant Census Metropolitan Area or its equivalent, and the other half is to be affordable to households with incomes between the thirtieth and sixtieth percentiles for the CMA or equivalent area.

In other words, under the draft policy statement, three of every four residential units built can be built for those in the top 40 per cent income bracket, while only one of every four units has to be set aside for those in the lower 60 per cent income bracket. Furthermore, only one out of every eight units built has to be for those in the lowest 30 per cent income bracket.

The draft policy therefore leaves the majority of those with the lowest incomes to find whatever existing accommodation they can afford but, as Chapter 3 clearly shows, it is precisely this kind of housing that is increasingly threatened in waterfront neighbourhoods.

The Ministries of Housing and Municipal Affairs are ready to assist municipalities in making the adjustments needed to conform to the draft statement, and are already streamlining provincial approval processes. While the province retains the power to impose sanctions on municipalities or planning bodies that do not conform, it remains to be seen whether it will use that power.

Local governments have not yet had sufficient time to respond formally to the draft policy statement, which was issued on the eve of the November 1988 municipal elections. However, informal reaction from local elected and appointed officials has been mixed.

A number of representatives claim that their municipalities are already putting an affordable housing policy or something similar to it into effect. Some claim they have already done their fair share to provide affordable or assisted housing. Still others say it will be impossible for their municipalities to implement the policy because of particular circumstances, or because they have already done enough in permitting affordable or assisted housing in their jurisdictions.

It seems likely, therefore, that there will be problems in implementing and enforcing the draft policy. To avoid them, the statement should be strengthened to require all developers to comply with Affordable Housing targets *within* their proposed developments. There are a variety of ways for municipalities and developers to meet this requirement, some of them described in Appendix 3. The rule should be applied equitably and openly, while trading off-site should be minimized. If necessary, an amendment to legislation should be passed to give force to this measure.

All four waterfront municipalities — Metropolitan Toronto and the cities of Toronto, Scarborough, and Etobicoke — can point to their records in supporting and providing affordable or assisted housing. The issue will be how much further they are prepared to go to support the policy, and, from the perspective of this Report, how much Affordable Housing they will encourage on or close to the waterfront.

The City of Toronto is the municipality that most explicitly details its commitment to affordable housing, by including assisted housing goals in its central waterfront planning documents as early as 1982 and, prior to that, in the City's Official Plan (1978), making the City an important model for other waterfront municipalities.

Provincial Social Housing

In addition to its land and housing policy and program responsibilities, the province owns 100,000 public housing units, 30,000 of them in Metropolitan Toronto, with few or none located in waterfront neighbourhoods.

The Ontario Housing Corporation, reporting through the Minister of Housing, manages and maintains this existing stock. However, the Corporation is not involved in increasing its inventory; current provincial policy is to rely on local government and non-profit housing organizations for delivery of non-profit housing.

Rent Review

Residential rent controls have been in place in Ontario for more than 12 years. A series of acts has been promulgated since December 1975, when the *Residential Premises Rent Review Act* was enacted as a temporary measure to control rent increases and provide protection for renters during a period of high inflation. Subsequent acts have been passed to provide a measure of protection for renters when vacancy rates were low and to control conversion of rental properties to other uses. The acts are now administered by the Ministry of Housing.

Rental units contribute to the range and mix of existing housing on the Metro waterfront and currently constitute about 50 per cent of the total waterfront housing stock, with significant variations amongst the different cities. Toronto's waterfront housing is 70 per cent rental, Etobicoke's is 57 per cent, while Scarborough's is 33 per cent. However, these proportions could decline as a result of the real estate industry's changing investment preferences in recent years, away from rental accommodation and toward condominium development. Rent review does nothing to counter this trend.

In recent years, almost all new rental accommodation has been provided through the co-op, non-profit sector and through local government housing authorities. This is as true of residential rental construction on the waterfront as elsewhere in Metropolitan Toronto. But rental accommodation is a form of housing that lends itself well to waterfront or near-waterfront areas, where it can increase the range and mix of housing available and provide greater security of tenure than condominium rental (as it could, for example, in the Central Bayfront and Mimico, where landowners want to hold their land for the long term and still make a return on their investment).

The 1987 adjustment of regulations allows economic and financial losses to be passed through and may ultimately encourage more private sector rental construction, thus enabling the waterfront to retain an appropriate share of rental. However, under existing market conditions in which prices of ownership housing increase rapidly, the condominium portion of new construction activity is expected to remain very high.

Initiatives of the Metropolitan Toronto and Region Conservation Authority (MTRCA)

Water management and related waterfront land management influence the form and location of both existing and future waterfront neighbourhoods and housing. Major sections of Metro's waterfront are managed by the Metropolitan Toronto and Region Conservation Authority (MTRCA).

It was established in 1957 as a provincial-municipal partnership to manage the renewable natural resources of the region's watershed, and reports through the Ministry of Natural Resources. Its board is composed of representatives from both the urban and rural areas of Toronto. The MTRCA operates programs designed to:

- maintain and improve the quality of the region's lands and waters;
- contribute to flood and erosion control;
- acquire lands for conservation and lands that present flooding hazards;
- enhance the quality and variety of community life by using its land for regional outdoor recreation, heritage preservation, and conservation education;
- acquire and create a publicly owned land base that will provide new access and facilities for a full range of recreational and educational waterfront activities.

Since 1970, the MTRCA has implemented a waterfront plan that was prepared in the late 1960s by Metro without public consultation. In accordance with this plan, the Authority has established its presence and facilities widely across the Metropolitan waterfront, including for example, Humber Bay and Colonel Samuel Smith parks in Etobicoke, Tommy Thompson and Ashbridge's Bay parks in Toronto, and Bluffer's Park in Scarborough.

Most MTRCA lands are managed on its behalf by the area municipalities, including Metro. However, the MTRCA has no presence on Toronto's central waterfront, where local involvement is in the hands of the City of Toronto.

The MTRCA's land ownership, water and land management, and recreational program activities (marinas, etc.) contribute to the character and beauty of waterfront neighbourhoods, and/or to their vitality. However, in a number of instances, those activities also cause tension between the needs and wishes of people in the neighbourhood and the regional or conservation needs the MTRCA serves: for example, regional traffic or parking is often a problem in neighbourhoods close to MTRCA's waterfront parks and amenities.

To avoid such tensions, the MTRCA has adopted a policy of providing access to its lands and waterfront in ways that are designed not to disturb surrounding or adjacent neighbourhoods. However, it has not always been able to avoid such tensions and these are likely to increase as use of the Authority's waterfront amenities continues to grow, and neighbourhoods on or close to the waterfront are expanded.

Over the past year, the MTRCA has embarked on a process of public consultation, as part of its strategy for public use of conservation lands. Most of these lands are inland — only Tommy Thompson Park is on the waterfront. The Authority conducted random-sample surveys of the general public, and consulted neighbourhood and special interest groups. As a result of their feedback, it is now substantially modifying its strategy and concept plans for conservation lands.

The clear message given to the MTRCA in this public consultation process was that the public wants the Authority to continue to acquire and protect open space, conserve and re-create natural environments, and continue to consult the public. It was also evident that people were confused by the relationship between the conservation and recreational aspects of the Authority's mandate.

Such confusion arises in part because the MTRCA has used lakefill to develop public access at the water's edge, for public land-based and water-based activities (e.g., waterfront parkland and marinas), and for shore protection. However, in some instances, the engineering design selected has led to apparent or actual problems in water circulation and, to the dismay of local people, has entrapped algae and/or pollution, as it has done near Colonel Samuel Smith Park.

Given the likelihood of increased pressures amongst those wanting open space at the waterfront, those wanting to use it recreationally, and those living there, it would seem appropriate for MTRCA to expand its public consultations to include waterfront properties and plans. In addition, the Authority should consider adopting a broader geographical scan when evaluating engineering solutions, in order to analyse and ameliorate broader environmental effects.

MTRCA's regional requirements and waterfront park plans should be incorporated into any plans for new neighbourhoods or for strengthening existing neighbourhoods on or close to the waterfront. Such plans should make adequate provision for waterfront pedestrian and vehicular access and for enough parking to serve regional traffic needs, as well as for the creation of buffers between MTRCA facilities and neighbourhoods as necessary. MTRCA itself should be more conscious of local neighbourhood needs and of the opportunities provided for them within its regional facilities.

Metropolitan Toronto Housing Plans and Policies

In theory, the regional Municipality of Metropolitan Toronto has the power to influence the direction of growth and its associated land use, including the share of growth to be accommodated on the Metro Waterfront. In recent years, however, Metro has not actively exerted this influence. The election of a new Metro Council in November 1988 and the drafting of a new Metro Official Plan have created an opportunity for Metro to exercise its powers more vigorously.

Of all levels of government, Metropolitan Toronto, and the cities of Toronto, Scarborough and Etobicoke have the largest, most direct impact on creating and maintaining an appropriate waterfront housing stock, and on the development and evolution of waterfront neighbourhoods; this impact is the consequence of their responsibilities for land planning and zoning, provision of regional or local infrastructure (roads, transit, water, sewage, and garbage disposal) and of their community and social service delivery responsibilities.

The Metro government departments with the heaviest involvement in neighbourhoods and housing are planning, community services, housing (including the Metro housing corporations), roads and traffic, including the Toronto Transit Commission, and works.

The Metropolitan Toronto Plan

The existing Official Plan for Metropolitan Toronto was approved in 1980. It applies to the Metro Toronto Planning Area, comprised of the cities of Toronto, Etobicoke, Scarborough, York, and North York, and the Borough of East York.

In March 1986, Metro Council authorized a review of the plan under five major study areas:

- regional concept and assumptions;
- housing and residential development;
- employment areas and activities;
- transportation;
- open space and environment.

As part of this review two reports on housing have been prepared by the Policy Development Division of the Metro Toronto Planning Department. One reviewed Metro housing trends from 1976 to 1986. The second, *Housing Intensification*, examines Metro Toronto's regional population structure, growth, and distribution over the period 1971 to 2011, based on the desired relationship between employment and housing locations under which some employment would be dispersed from Toronto's Central Business District to other Metro and commercial centres.

The report indicates that, between 1971 and 1985, most growth in the Toronto Region occurred outside Metro: the regional municipalities of Peel, York, Durham, and Halton experienced an overall population increase of 77 per cent (from 830,000 to 1,468,700), while Metro's population grew by only 3 per cent. The report concludes that this pattern was due primarily to an outflow of newly formed families from Metropolitan Toronto seeking, more affordable and larger family housing in the surrounding municipalities.

In recent years, Metro subdivisions have been dominated by single-family homes. Higher prices have meant meeting the demand with smaller lots and, therefore, higher net densities; by 1984, these had reached an average of 37 units per hectare (91 units per acre).

The report estimates that the population of the Toronto Region will grow from 3.6 million to 4.7 million between 1985 to 2011. Most of this growth is expected to occur in the four regions surrounding Metro, whilst Metro's population will remain relatively stable at about 2.1 to 2.2 million.

The share of the Metro population situated in each of the waterfront cities in comparison to the total Metro population for all six municipalities is projected by Metro planners as follows:

	1985	**1991**	**2001**	**2011**
City of Toronto	606,250	603,800	603,800	592,500
City of Scarborough	461,960	460,900	470,000	470,000
City of Etobicoke	298,490	298,000	290,700	284,500
Metro Toronto Total	2,154,530	2,174,900	2,169,500	2,138,500

The report estimates that despite the stable population, between 1985 and 2001 the number of households in Metro will increase by 160,000. The increase will be primarily due to two-person family households, the consequence of both new family formation and an increase in older couples whose children have left home. The Metro population is aging, and the number of people over 60 is expected to increase from 18 per cent in 1986 to 28 per cent of the population — or 614,900 persons — by 2011.

It is estimated that there will be a demand for an additional 209,000 housing units in Metropolitan Toronto over the period, taking into account the growth in the number of households, the replacement of buildings lost to demolition, and the need to achieve a higher rental vacancy rate. Losses due to demolition will, in part, be dependent on the future of the *Provincial Rental Housing Protection Act.*

The report concludes that considerable efforts will have to be made to ensure that sufficient numbers of new housing units are produced in Metro; otherwise, there will continue to be housing shortages, higher housing costs, and further out-migration from Metro itself.

Metro planners suggest that, based on current tenure patterns for various age groups, as much as 70 per cent of the housing demand will be for ownership units, and that it will have to be met through medium- and higher-density condominium projects, as well as by encouraging "empty nesters", perhaps through some form of incentive, to move out of suburban family homes into other accommodation in order to make room for younger families.

Planners believe that, given current growth trends, Metro will not reach the population estimate of 2.5 to 3.0 million for which its infrastructure was developed, and will be left with under-utilized infrastructure capacity. The report therefore recommends that Metro Council support measures to increase Metro's population and use a variety of means to promote more housing.

However, the basic resource most needed to do this — vacant or undeveloped land — is in short supply in Metro. In 1977, the supply of vacant land, two hectares (five acres) or more in size, was in excess of 2,200 hectares (5,436 acres). By 1985, that total had fallen to 1,250 hectares (3,090 acres). The current supply is expected to be used up in 10 years.

Metro planners have calculated that the 209,000 new housing units needed to the year 2011 could be met by the following means:

• development of vacant lands	36,000 units
• conversion	37,000 units
• infill	25,000 units
• redevelopment	111,000 units
• Total required	209,000 units

Only 36,000 will be provided through subdividing of vacant lands; the rest must come from various forms of intensification, including conversion, in-fill, and redevelopment.

Conversion, which is defined as the process of increasing the number of households that can be accommodated in a grade-related dwelling, has the potential to produce as many as 37,000 units. However, currently conversion is permitted only in certain residential areas of Toronto, but not in Scarborough or in most of Etobicoke. There is widespread community resistance to conversion that would have to be overcome through community consultation and information programs. Municipalities would be encouraged to rezone in appropriate areas.

Infill involves construction of small-scale, less than four-storey new housing within existing residential areas on vacant or under-utilized sites, in a form that is physically integrated into the surrounding neighbourhood.

Infill in the City of Toronto has provided 20 per cent of unit completions in recent years. An overall rate of 12 per cent in Metro in the planning period would produce an estimated 25,000 units.

Redevelopment of already developed areas will have to be used to meet the balance of demand: an estimated 111,000 units will be needed in the planning period, more than 50 per cent of the total new housing requirement.

Metro planners propose to strengthen the Metro and municipal official plans and zoning by-laws in respect of redevelopment criteria and techniques that support intensification. They point out that, at the present time, municipal plans generally do not set out long-term intentions for residential redevelopment. As a result, rezoning tends to be a necessity for each development proposal, often causing long delays and increased costs, and provoking opposition from citizen groups who feel uncertainty about the stability of their neighbourhoods.

Planners recommend that the revised Metropolitan Plan set out general criteria to define the types of areas most desirable for residential housing. From Metro's perspective, these include:

- obsolete commercial and industrial areas;
- low density areas along Metropolitan arterial roads;
- underdeveloped lands within mixed-use nodes and centres;
- sites within 650 to 750 metres of rapid transit stations.

It would be left to municipalities to decide which would be appropriate areas for the application of these criteria.

In addition, planners recommend that area municipal plans include provision for mixed-use development, particularly along arterial roads and in Metro and local centres.

They also recommend that both Floor Space Index and unit per hectare density controls be incorporated into zoning by-laws in order to encourage development of smaller rental units without precluding the larger units sought by luxury or condominium markets.

The Metro planners propose that Metro Council take a more proactive stance to reach Metropolitan housing goals. It has the authority to do so, at least in planning terms, because the *Planning Act* enables the plans of higher-tier municipal bodies to override those of lower tiers. Here, once again, the fact that there is a new Metro Council gives rise to speculation that a new sense of purpose may emerge. The new Council will have the responsibility for adopting and applying the revised Metropolitan Official Plan.

Although these planning recommendations are general, they can be applied well to the waterfront. They have been taken into account in the Work Group's recommendations, described in Chapter 6, for establishing new neighbourhoods through redevelopment and for the strengthening of existing waterfront neighbourhoods using various forms of intensification.

Metro Toronto Housing Delivery

The Metro Community Services and Housing Department is responsible for delivery of Metro Toronto's non-profit housing program, through the Metro Toronto housing corporations. The corporations are active in the waterfront cities of Etobicoke and Scarborough, but not in the City of Toronto, which has its own housing agency, Cityhome.

Through its non-profit corporations, Metro owns a stock of 18,000 housing units, has 1,000 under construction, and plans to develop another 3,000 over the next three years. The bulk of its units are allocated for seniors and singles, with a limited number for families.

The Department is cautious about residential development on the waterfront, at least for affordable housing, non-profit or family housing. It feels that, within Metro, the waterfront can make only a limited contribution to non-profit housing goals, certainly under current planning in these cities.

The Department and its corporations have generally experienced difficulty in persuading communities to accept their housing projects because of the not-in-my-backyard (NIMBY) syndrome. They are, therefore, focusing their efforts on developing projects in areas they feel are most likely to accommodate them and are not looking at the waterfront as a serious possibility at the moment.

The Department feels, however, that the pressure for higher-density development will probably be answered on the waterfront as elsewhere. It believes that if housing (particularly assisted and/or family housing) is to be located on or near the waterfront, then residential developments of sufficient size and density will have to be planned so that there is the critical mass of population needed to justify a full range of community services and amenities (shopping, health, recreational, parks and open space facilities, schools, churches etc.)

Like the Province, Metro Toronto has given a higher priority to housing initiatives when it considers the re-use or disposal of its own surplus lands. Some actual or potentially surplus Metro lands are located on or close to the waterfront and could be used to support waterfront housing objectives.

Municipal Housing and Neighbourhood Policies and Plans

The most direct government impact on the actual design and construction of housing and neighbourhoods is exerted by local governments. Their control of local land-use planning and development, and their infrastructure and community service responsibilities, give them a substantial role in determining the location, distribution, and mix of both private and public housing, and the functions and character of neighbourhoods, whether on the waterfront or elsewhere.

Of the cities whose waterfront areas are assessed in this Report, the City of Toronto has developed the most elaborate plans and policies governing its waterfront, probably because the greatest development pressures have occurred there.

At the same time, it should be noted that even Toronto's recent history of waterfront planning is somewhat checkered: development on the central waterfront today is the product of municipal planning done over the past 20 years, when massive densities were awarded at a time when no one thought that they would actually be taken advantage of by developers.

Community values, official plans, and zoning by-laws have not necessarily meshed. The result is that today, when the public is questioning the amount, height, density, and massing of waterfront development, Toronto City Council finds itself struggling to make decisions in the public interest about proposed developments, but within a planning framework that, years ago, gave developers "rights" to larger, higher developments on the waterfront than the public now feels are warranted.

Etobicoke is now encountering the same kind of problem as it contemplates the present and future development of its waterfront around the motel strip at scales and densities that compare with Toronto's Central Waterfront. Scarborough has not yet had to face this situation and, therefore, has a better chance to plan its relationship to the waterfront and avoid some of the difficulties that have surfaced in the other two cities.

City of Toronto Plans and Policies

From a housing and neighbourhoods perspective, the City of Toronto's waterfront can be divided into three parts: the Central Waterfront which, until redevelopment began in the late 1960s, was used almost exclusively for non-residential purposes; and the two lakeshores both east and west of the central waterfront, where a variety of older residential neighbourhoods are situated, some of which relate well to the waterfront, while others have been cut off from direct access.

The Central Waterfront

For the first time in its modern history a secondary plan for the Central Waterfront was adopted by Toronto City Council on 17 June 1988. This plan updates the Part I Official Plan of 1978 for the area bounded by Coxwell Street on the east and Dufferin on the west, together with all lands in between which lie south of Eastern Avenue, Lakeshore Boulevard to Bathurst and then along Front Street.

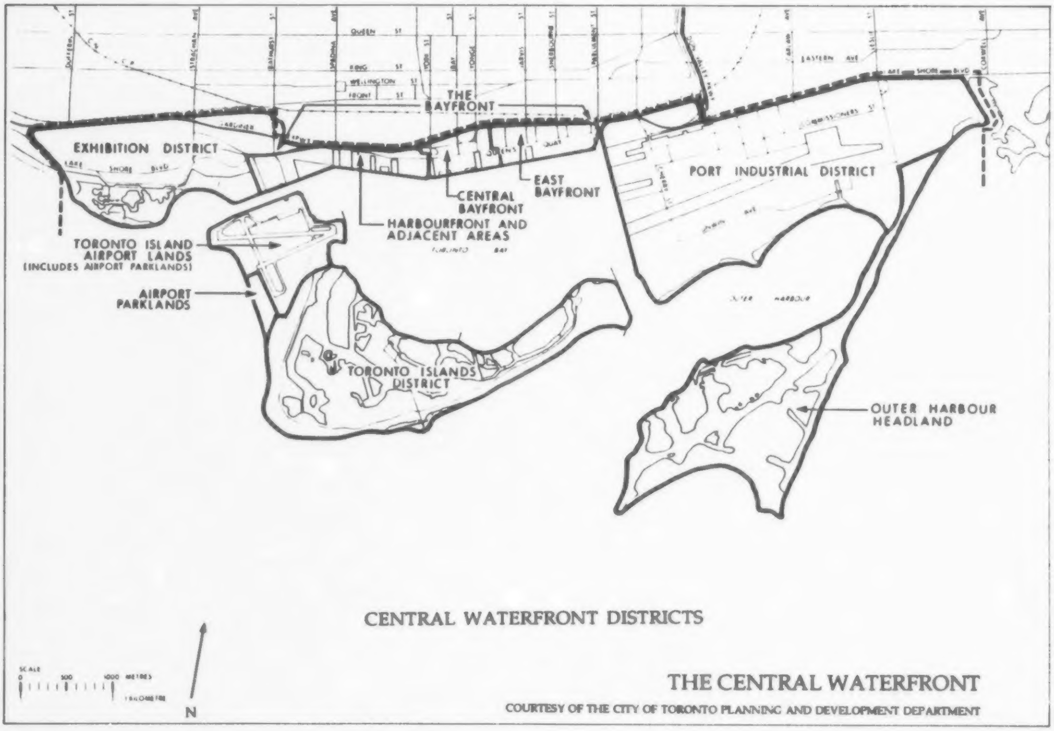
The City began planning for the Central Waterfront in the 1960s and provided high commercial densities that stimulated private-sector interest in redevelopment. During the 1970s, the City's planning focus was primarily on the downtown, while the federal government was acting unilaterally to expropriate the Harbourfront site to protect the public interest in the waterfront, where a wall of high-rises had begun to appear.

The City began to turn its attention to the Central Waterfront at the end of the 1970s. In the 1980s, its attitude to the Central Waterfront has evolved, partly because of planning pressures, and partly in response to public reaction to certain developments on the waterfront, both in Harbourfront and on the Central Bayfront.

The 1988 Central Waterfront Plan includes the following districts:

- Harbourfront and adjacent areas;
- Central Bayfront;
- East Bayfront;
- Port Industrial District;
- Outer Harbour and Outer Harbour Headland;
- Exhibition District;
- Toronto Islands District;
- Toronto Island Airport Lands.

The plan recognizes that the Central Waterfront is one of the chief amenities of the City and region, and that the City should be able to achieve its objectives because key sites in the area, including the Toronto Harbour Commissioners lands, are publicly owned. Council's primary goal for the Central Waterfront is to promote increased public enjoyment and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STRACHAN AVE
BATHURST ST
SPADINA AVE
QUEEN ST
KING ST
WELLINGTON ST
FRONT ST
YORK ST
BAY ST
YONGE ST
JARVIS ST
SHERBOURNE ST
PARLIAMENT ST
EASTERN AVE
LESLIE ST
COXWELL AVE
LAKE SHORE BLVD
COMMISSIONERS ST
THE BAYFRONT
EXHIBITION DISTRICT
LAKE SHORE BLVD
QUEENS QUAY
EAST BAYFRONT
CENTRAL BAYFRONT
HARBOURFRONT AND ADJACENT AREAS
TORONTO BAY
PORT INDUSTRIAL DISTRICT
TORONTO ISLAND AIRPORT LANDS (INCLUDES AIRPORT PARKLANDS)
AIRPORT PARKLANDS
TORONTO ISLANDS DISTRICT
OUTER HARBOUR
OUTER HARBOUR HEADLAND
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0
500
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CENTRAL WATERFRONT DISTRICTS

THE CENTRAL WATERFRONT

COURTESY OF THE CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT use of the area by ensuring that future developments and actions, by either the public or private sectors, including the Toronto Harbour Commissioners, are consistent with the following objectives:

1. to extend the richness, diversity, and activity of City life into the Central Waterfront, particularly through new residential, commercial, and institutional development in Harbourfront and adjacent areas and the Central Bayfront;
2. to reduce the physical and perceptual isolation of the waterfront from the rest of the City;
3. to increase and improve public access along the water's edge, and amongst parts of the Central Waterfront;
4. to increase the amount of land and water-based public parkland across the entire Central Waterfront;
5. to increase the availability, choice, and awareness of recreational opportunities and public activities throughout the year;
6. to provide aesthetic and other environmental improvements.

A further goal of Council is to protect and continue to emphasize the important contribution of the Central Waterfront as a location for jobs.

Council's policy is to discourage the sale or lease of water's-edge lands now owned by any government, Crown corporation, public board, agency or commission, including the Toronto Harbour Commissioners, to private interests. Council's objective is to gain public ownership of water's-edge lands in the Central Waterfront and make them freely accessible to the public at all times.

Council's policy is also to seek to reduce the barrier effect of the Gardiner/Lakeshore Corridor and the rail corridor outside the Railway Lands, using relocation, re-alignment or removal of roads or rail tracks, and other means. (The Gardiner/Lakeshore Task Force has studied these issues in greater detail and has suggested a number of initiatives to reduce the barrier effects.)

To serve the recreational needs of nearby neighbourhoods, the City and the region, the plan encourages the provision of parks and of public and commercial recreation facilities in the Central Waterfront — particularly for those activities that need to be located at or near the water's edge or that promote year-round enjoyment and use of the waterfront.

In view of the Central Waterfront's unique character and special importance for the City and region, Council's policy is to seek to ensure that new developments enhance the area through the excellence of their design. Other aspects of Council's policy relate to landscaping and beautification, preservation of waterfront heritage buildings and structures, increased opportunities for public views of the water, and the inclusion of a comprehensive parks plan for the Central Waterfront.

The plan states that for the Central Bayfront in particular, site-planning, environmental, housing, and transportation issues make it important that redevelopment should not occur until detailed policies (i.e., Part II plans) for specific development sites have been adopted.

Other limits are imposed on the Bathurst/Lakeshore area, where a special study is to be carried out, and where other possible uses of lands in the Exhibition District may be considered, if they help Council meet its goals and do not have an adverse impact on adjoining areas.

The following districts are designated as being suitable for housing: Harbourfront and adjacent areas; Central Bayfront; Ward's and Algonquin Island in the Toronto Islands District; and Toronto Island Airport Lands, should the Airport ever be relocated.

The plan does *not* provide for residential development in East Bayfront, the Port Industrial District, the Outer Harbour, the Outer Harbour Headland, and the Exhibition District.

In Harbourfront and adjacent areas, and in the Central Bayfront area, the plan envisages planned redevelopment to create residential and mixed commercial/residential neighbourhoods with a variety of household types. According to the plan, these should generally decrease in density as distance from Bay Street increases, and they should have a form, scale, and configuration that ensure maintenance of views to Toronto Bay.

Substantial development of Central Bayfront has already occurred at high densities, thereby pre-empting other planning options to a great degree. Nevertheless, the plan does provide for development of the remainder of this area at medium to high density and provides for assisted housing in accordance with the City's housing goals, establishment of an integrated mix of uses, and adequate community services and facilities.

However, the City is not sticking to these planning rules, and developments approved for this area have been able to trade the assisted housing component off-site. This is partly because the City has not felt able to force developers to meet the assisted housing targets on site. The province should strengthen the City's hand (and that of other municipalities) by requiring private developers of major projects to integrate affordable housing into their projects. It should encourage them either to construct these components themselves, as part of the project, or to find some other way — an arrangement with a co-op or non-profit organization — to satisfy the requirement.

The 1988 plan for the overall Central Waterfront is, in many ways, admirable. It is a substantial improvement on the planning documents it amends and updates. It clarifies the City's views of the scale, type, and character of development to be located on the Central Waterfront, as well as the uses to be permitted there. The concern for public ownership of the water's edge and public access to the water, the sensitivity to environmental considerations, the regard for parkland requirements, the recognition of mixed uses, the appreciation of the need for continuity of public uses (such as retail space at ground level to facilitate street life), the emphasis on north-south links — these and other features of the plan are noteworthy.

However, from a housing and neighbourhoods perspective, the plan falls somewhat short. The principal problems are that the plan assumes the continuity of the Toronto region's existing economic structure, and takes insufficient account of economic trends that are changing the types of jobs that can be sustained or that can and will be created in and around the Central Business District. Jobs are increasing in the commercial, financial, and service sectors, while manufacturing and transportation jobs are a diminishing factor in the City's economy.

Long-term land-use planning on the Central Waterfront should take these trends into account by reallocating potentially surplus port and industrial lands to other uses.

Other factors that appear to have been underestimated are the centripetal tendencies described in the previous section dealing with Metropolitan and Toronto region development trends. Metro's housing analysis pointed out the limited availability of vacant land for residential development in Metropolitan Toronto, and proposed that more than 50 per cent of the area's housing needs in the next 20 years plus will have to be met through redevelopment.

The biggest single opportunity to meet these needs will be on the Central Waterfront, through the redevelopment of the East Bayfront and Port Industrial areas. The overall dimensions of such development, certainly in terms of housing, substantially exceed the 9,000 residential units planned for the 81 hectares (200 acres) of the Railway Lands site. There is sufficient land in the Port Industrial Area, in fact, for a whole town, not just a neighbourhood. Together the two areas could accommodate 17,000 units or more, with ample room for open space and other uses.

This is not to say that the plan should anticipate the disappearance of port and industrial uses, only that, given the enormous amounts of land these uses now occupy at far less than optimal density, and given the trends outlined above, further amendments to the plan should be considered. These would provide for an appropriate residential and industrial mix in the East Bayfront area (with auxiliary commercial and institutional uses), and residential, as well as port, industrial, park, and open space uses in the Port Industrial Area.

In discussions and public hearings leading to adoption of the plan (which had been talked about for at least six years), the principal arguments raised against housing on the East Bayfront were that:

- housing and industry do not mix;
- the area is not suited for housing because of its proximity to the Gardiner Expressway;
- industries in the area operate 24 hours a day, seven days a week, and create unpleasant conditions for potential adjacent housing;

- industrial jobs would be lost;
- industries pay significant taxes to the city and should be provided with a stable industrial environment protected from residential conflicts;
- the limited funds available for assisted housing will not be available for the area because they will be needed for Harbourfront and elsewhere;
- there will be substantial amounts of housing built in other areas on or close to the waterfront: Harbourfront, the Railway Lands and Central Bayfront.

Arguments against housing in the Port Industrial Area were also raised, including:

- lack of available land (lands owned by public bodies, the Toronto Harbour Commissioners, and Ontario Hydro, which have not declared them surplus);
- isolation from community services if only small amounts of housing were to be built there;
- lack of services, which stop at the ship channel;
- the environmental constraints of industrial pollution and contamination;
- impact on industry;
- impact on open space/parks.

In the long term, these arguments will not hold, given the industrial/commercial trends discussed above, as well as the full economic impact of not using such valuable lands at densities sufficient for financial or economic return (for governments as well as private owners).

The following considerations in favour of housing should be noted:

- the need for additional housing, especially affordable housing, over and above that planned elsewhere on the waterfront, close to the biggest generator of new jobs in Metro Toronto, the financial district;

- the increased non-profit housing allocations, which have more than doubled since the argument about lack of funds was raised in 1984 (largely as a consequence of provincial entry and expansion into this housing field);
- the ability of good design to provide an appropriate relationship between mixed uses that respects and protects all interests and resolves conflicts between them;
- the new opportunities and circumstances that have arisen with the creation of the Intergovernmental Waterfront Committee and the Royal Commission. These signal that the two senior levels of government are interested in supporting development of the waterfront in the overall public interest. At the appropriate time, the two senior governments presumably will be willing to free up lands within their jurisdiction that can be used to achieve agreed waterfront goals.

It is possible that, if the City were to modify its plans, housing and neighbourhoods could be introduced into East Bayfront within five years. However, development should progress in an orderly fashion, which, all other things being equal, would mean developing Harbourfront, the Railway Lands, and the Central Bayfront before the East Bayfront and the Port Industrial Area.

It is worth noting that the two railways had been thinking about and planning the redevelopment of their lands for more than 20 years before they reached agreement with the City in 1986 on City Place and Southtown. It took eight years for the different levels of government to agree on the Part II Plan for Harbourfront, which is now under review for possible amendment by the City and the Government of Canada.

Given that the Toronto Harbour Commissioners have developed their own Port plan — which apparently they can implement without approval from any level of government, and which does not provide for any residential or neighbourhood development — it is critical to the future of the Toronto waterfront that the issue of long-term land uses in the East Bayfront and the Port Industrial Area be reconsidered. This should be done urgently.

Planning for these two areas is vital to the whole waterfront. The opportunity for changed land uses will be lost for 50 years or more if the existing City and THC plans go ahead without being further challenged.

City of Toronto Plans for Waterfront Areas Outside the Central Waterfront

There are two other waterfront areas on the lakefront to the east and west of the Central Waterfront: the Eastern and Western Beaches. These areas have been relatively stable, certainly over the past 20 years, and have not been subject to the same kinds of development pressures that have affected the Central Waterfront.

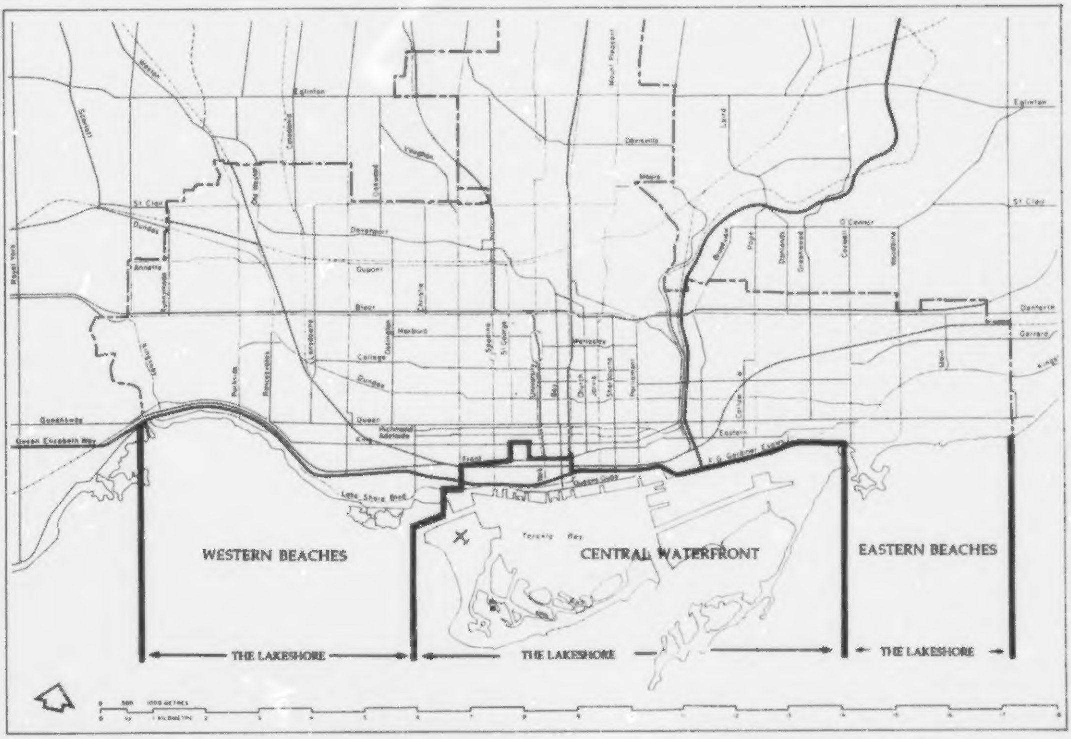
The City's Official Plan (1978) designates the Eastern and Western Beaches (as well as the Toronto Islands and the Canadian National Exhibition parklands) for park, recreational or ancillary uses only.

The plan specifies that public access to parks located on the Lakeshore will be improved, provided that the appearance and recreational value of the lakefront will not be adversely affected, and that improved access does not adversely affect adjacent residential areas. The lakeshore and the other areas designated in the plan as open space contain those elements on which the City's major parks system is to be based, including regional, district, and local parks.

The plan remains valid today, and no Part II plans for the eastern and western beaches have been developed in the ten years since the plan was approved, although there are some Part II plans for districts or neighbourhoods adjacent to the lakeshore: for example Eastern and South Riverdale. City planners anticipate that there will be more attention paid to Part II plans in the early 1990s.

There are several housing and neighbourhoods issues that should be considered when coverage under Part II plans is extended.

The first is that access to the lakeshore in the western beaches area is difficult because of the transportation corridor, which unnecessarily restricts use of the parkland in this vicinity.


Eglinton
Weston
Scarlett
Caledonia
Vaughan
Oakwood
Mount Pleasant
Davisville
Moore
Laird
Eglinton
St Clair
Old Weston
St Clair
Dundas
Davenport
O'Connor
Broadview
Pape
Donlands
Greenwood
Coxwell
Woodbine
Royal York
Annette
Runnymede
Dupont
Christie
Bloor
Danforth
Harbord
Gerrard
Ossington
Spadina
St George
Wellesley
College
Lansdowne
Parkside
Roncesvalles
Jane
Dundas
University
Bay
Church
Jarvis
Sherbourne
Parliament
Carlaw
Main
Kingston
Queensway
Queen
Queen Elizabeth Way
King
Richmond
Adelaide
Front
Eastern
F.G. Gardiner Expwy
Queens Quay
Lake Shore Blvd
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Second, many neighbourhood districts in the area are not oriented to the waterfront: their focus faces inland. Part II plans should provide for both orientations.

Third, there is tension in areas where regional waterfront/recreational needs and use place pressure on local facilities, for example on the retail and park facilities in the Beach area. These pressures could be relieved through appropriate remedial measures such as providing regional parking facilities nearby in the vicinity of the Greenwood Racetrack.

Fourth, there are opportunities to intensify housing and extend neighbourhoods toward the waterfront and these should be considered. Among them, for example, is the proposed Parkdale deck, which will intensify the relationship between residential neighbourhoods and the water.

Finally, many of these neighbourhoods are older and more stable in character and may lack some of the community facilities available in newer residential areas. Neighbourhood associations have pointed out, for example, the need for facilities for young children and adolescents.

City of Toronto Surplus Land Policy

The City of Toronto does not have an explicit housing-first policy like the province, but it has evolved a version of its own. Land declared surplus is reviewed by a committee of heads of departments, and the Housing Department is generally given priority in claiming it for non-profit housing purposes. When it does so, the project is largely or wholly developed by a non-profit or co-op housing corporation, thus making all the units affordable.

While it is possible that a site deemed suitable for residential development might not be allocated to the Housing Department and might be sold instead for market value, this is unlikely to occur in today's climate.

City of Toronto Housing Programs

The City of Toronto has its own housing corporation, Cityhome, through which it delivers its non-profit housing program, taking advantage of available federal and provincial programs, and establishing the non-profit housing projects that result from transfer and bonus agreements between the City and developers.

Cityhome is active on the waterfront. For example, it currently has a non-profit housing project under construction at Harbourfront and another in South Parkdale. It will also be the delivery vehicle for St. Lawrence Square, and could be responsible for constructing the non-profit housing component of the Railway Lands projects, City Place and Southtown — should the railways not build this housing themselves.

City of Etobicoke Plans and Policies

Etobicoke's role in Metropolitan Toronto and the Greater Toronto Region is currently undergoing significant change as the City ages and matures. Etobicoke is increasingly abandoning its suburban character and taking on the features of an inner city area, both in socio-economic terms and in its physical development.

Recognizing the pressures, challenges, and opportunities that these changes imply, in 1986-87, Etobicoke City Council decided to review and update its Official Plan, which had been adopted in 1977. The new City Council is expected to consider and adopt the new Official Plan in the next 12 months, and will submit it to the province in early 1990.

Background research and studies have been completed in the meantime, and the major findings have been summarized and used to formulate policy options for future development in Etobicoke. In August 1988, these were published in *Choices For The Future*, and will now be the subject of public and intergovernmental consultation before a draft Official Plan is drawn up in the spring, prior to another round of public participation.

The planning issues to be addressed in the next Official Plan have been analysed under four strategic themes:

- population and housing;
- economic base;
- transportation;
- implementation.

Three strategic policy options for each of these themes have been analysed and compared against eight criteria, and recommendations on the preferred policy options for each have been formulated in *Choices For The Future*. The three options analysed are:

- a passive approach, in which the City would provide minimal guidance through the Official Plan and, as a result, would have to react to market demands and social changes;
- a maintenance or moderate change option, in which the City would provide direction through the Official Plan in order to maintain the current situation to a considerable degree, with modest improvements that recognize market influences and social trends;
- a proactive approach in which the City would aggressively direct growth to achieve desired social, economic, and physical patterns.

Little vacant land remains in Etobicoke, therefore, the City is moving into a redevelopment phase that will mean higher densities and more intensive land use. Schools and older industries have closed down; traffic has increased as commuters come from outlying municipalities; office development has increased and there is a greater mix of uses in employment areas.

There is less physical change in residential areas to date, although new condominium towers are appearing at strategic locations. However, the population is growing older and more diverse as the City matures, producing an increasing disparity between the types of housing available and the needs of significant portions of the population. A new, more diverse housing stock is needed to meet these demands, prevent projected decline in the City's population, and avoid negative impact on the City's economic base and service.

To conduct the housing and population segment of the Official Plan review, the City appointed a Housing Needs Committee, comprising the mayor, three City councillors, and representatives of neighbourhood associations, community service groups, the real estate industry, and the City Planning Department.

A number of background reports were prepared on the existing and projected composition of the City's population; they also assessed the City's housing stock, needs, and supply requirements in light of various population projections to 2001. The demographic and housing analysis of Metro planners, which proposed housing policies tailored to the Etobicoke situation, was considered and is taken into account in the Committee's recommendations.

The Etobicoke planners examined three population and household projections to the year 2001, with the lowest being consistent with 1987 Metro forecasts of a population of 300,000, and the highest, 311,000, based on current population trends and migration figures. After assessing the housing implications and impact on the existing community, the planners opted for a medium population projection of 305,000 as the basis for their planning.

City of Etobicoke: Population Projections
1986- 2001

	1986	**1991**	**1996**	**2001**
Population	302,973	303,648	304,330	305,000
Households	110,585	121,459	124,725	126,000

The planners are therefore recommending that the City combat the population decline forecast in Metro's projections for the City, by planning for population maintenance and some increased housing choice. Because of the changing family pattern, however, and with household size continuing to decline, from 2.74 persons per household to 2.42 p.p.h. by 2001, the demand for housing in Etobicoke continues to change. The peak demand is expected to be reached between 1986 and 1991, after which it should taper off, according to Etobicoke's housing studies.

In keeping with their proposed strategy the planners are recommending the following goals for housing policy and plans:

1. to provide for development of housing units in Etobicoke to 2006 sufficient to maintain the existing population level;
2. to provide a wide variety and choice of housing types and tenure opportunities for Etobicoke's residents.

Sub-goals are:

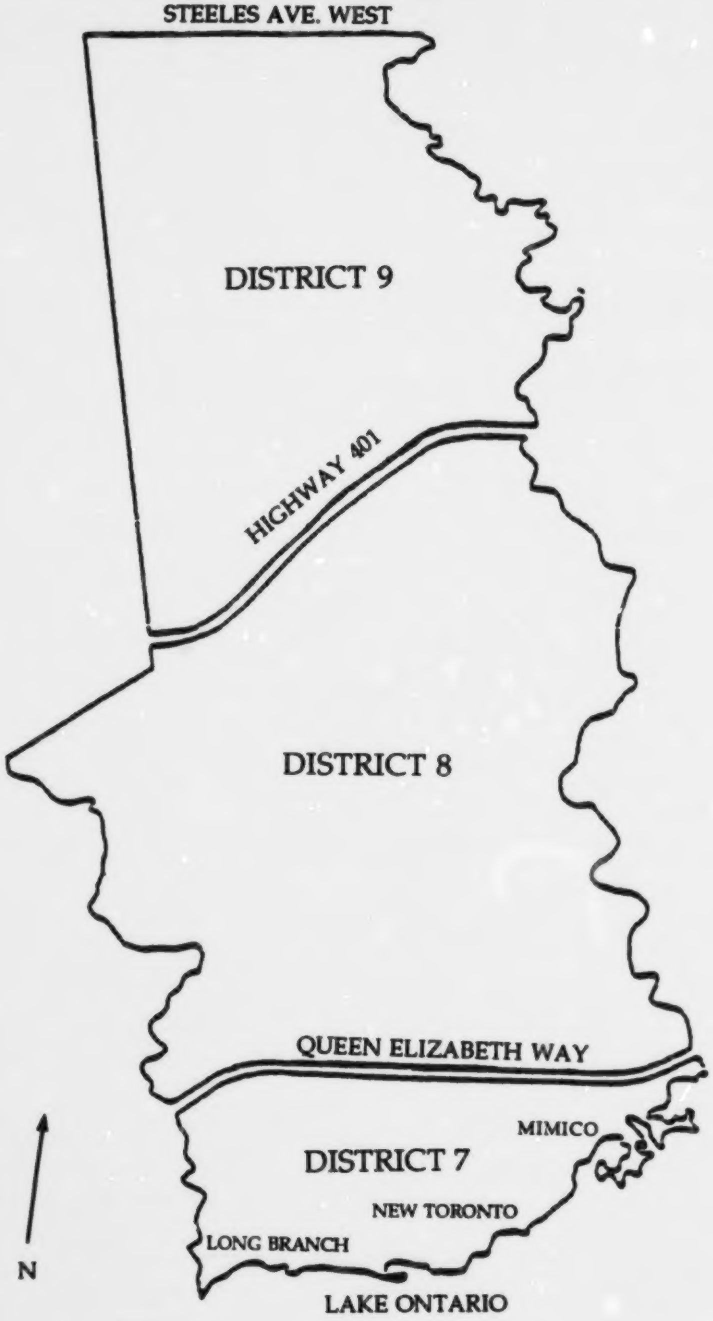
1. to provide for and encourage integration of an average of 800 new housing units annually into Etobicoke to 2006;
2. to encourage the use of housing intensification, including conversion, infill, and redevelopment, to meet desired targets in appropriate areas;
3. to encourage provision of a range of housing types, styles, and costs to meet the various needs of Etobicoke's residents;
4. to encourage provision of housing for residents with special housing needs that are not readily met in the housing market.

To meet these goals, policies are recommended that would allow conversion in all residential areas, intensification of some high-density apartment sites, and adoption of a housing-first policy for City-owned and other publicly owned land. Because the City wishes to retain its industrial base, however, the recommended policy priorities for re-use of existing industrial lands are, first, for industrial, and then for residential or mixed uses, including residential.

The recommended policies refer only fleetingly to affordable housing, stating that a commitment to it should be made when surplus public lands are being redeveloped. This is in spite of the analysis contained in the background reports, which shows that Etobicoke has not met its share of rent-geared-to-income housing, as required by Metro housing policy.

Overall, however, the policy recommendations represent a fair degree of change for Etobicoke. The City's traditional building patterns of single detached homes — Etobicoke has the highest proportion of them, of all Metro municipalities — 47 per cent — will be modified as conversions and redevelopments occur, with such other forms as medium- or higher-density condominium apartments becoming more common. Rental units may still continue to decline in number.

Etobicoke is divided into planning districts 7, 8, and 9. District 7 includes the waterfront and comprises four communities: Alderwood which is inland, and the three lakeshore communities of Long Branch, New Toronto and Mimico.


STEELES AVE. WEST
DISTRICT 9
HIGHWAY 401
DISTRICT 8
QUEEN ELIZABETH WAY
MIMICO
DISTRICT 7
NEW TORONTO
LONG BRANCH
LAKE ONTARIO
N

PLANNING DISTRICTS OF ETOBICOKE

COURTESY OF THE PLANNING DEPARTMENT CITY OF ETOBICOKE

The mixed land-use pattern of District 7 reflects its historical development: it accommodates a substantial proportion of the City's industry and contains its oldest housing stock. District 7's waterfront includes such major parks and open spaces as Marie Curtis and Prince of Wales parks, regional institutions including Humber College and the site of the old Lakeshore Psychiatric Hospital, residential areas ranging in density from single family to multiple residential, and such commercial areas as the retail strip development on Lakeshore Boulevard and the motel strip.

District 7 is completely developed; the population is diversified, with one third non-family, and the household size is the lowest in Etobicoke. Its large stock of older housing includes a high proportion of apartment rental accommodation and a substantial amount of single family housing.

Both rental and ownership housing in the area are lower priced than in the City as a whole, partly because of the age of the housing stock, and partly because of the modest size of ownership housing. The area provides accommodation to many lower and moderate income households.

Much of the waterfront, like other parts of District 7, is in a state of transition, and there are significant redevelopment opportunities, some of which have been partially realized — for example, at the Palace Pier and other condominium developments — while others are still on the drawing boards, as is the case with the Lakeshore Psychiatric Hospital site.

The City's aspirations for its waterfront are reflected in the existing Official Plan, and are referred to in *Choices For The Future,* but those references are somewhat oblique. The waterfront is characterized as a significant city amenity because of the open views it provides across the water and because of the recreational opportunities the water provides. Other amenities includes public accessibility and recreational resources. Goals and policies to support these and to strengthen public access are proposed.

More explicit treatment of waterfront planning and development is emerging as plans are formulated for the major development opportunities on or close to the waterfront in District 7. These include the City's proposed official plan amendment for the motel strip and its Mimico study, the

Province's proposals for the Lakeshore Psychiatric/Humber College site in Long Branch, and the Daniels Group proposals for the former Goodyear site nearby.

The secondary plan for the motel strip in the Mimico area was adopted by Etobicoke City Council in February 1988 as an amendment to the Official Plan, and is now before the Ontario Municipal Board (OMB).

The plan reviews the development history of the motel strip, and recalls City Council's 1972 decision to substantially increase density in the area, from the low-density residential density (50-75 units per hectare [124-185 units per acre]) under which the motels were developed, to high-density residential, with ancillary institutional, open space, and commercial uses. The plan was subsequently adjusted, and revisions in 1980 received OMB approval for a density of 227 u.p.h.. The OMB decision was subsequently confirmed by the provincial Cabinet in its consideration of objections to the decision.

An issue arising from this plan — one that may have broader implications, for example, for Harbourfront — is the allocation of densities to the water, as well as land, portions of a site. Densities so allocated can, in practice, usually be built only by adding them to the land portion of the site; therefore, the assignment of densities to waterlot portions has the net effect of increasing density and massing of buildings on land. In other areas along the Etobicoke waterfront, the municipality has dealt with this issue by zoning the waterlot portions of sites as open space and assigning densities to the land based on the merits of the site or subsequent rezoning proposal.

The motel strip covers approximately 20 hectares (50 acres); a planning study preceding the Official Plan amendment identified its potential as a site for various uses, including hotels, high-density residential, office, specialty retail, public institutional, and open space. The study concluded that the motel strip could become a significant concentration of urban uses acting as a focal point for Etobicoke's waterfront, as well as an anchor for the western Metropolitan Toronto waterfront park system.

The amendment provides for mixed-use development and establishes a future waterfront park linking Humber Bay Park to the motel strip and Palace Pier Park. Planning objectives emphasize urbanity, high-quality design, public-sector investment, the need to forge continuous physical connections between areas, improved accessibility, and the importance of public amenities.

The amended plan now provides for as many as 2,700 residential units in a variety of housing forms if there is a single comprehensive assembly on the motel strip. If that does not happen, the amendment permits as many as 1,650 units in the mixed-use areas, at a maximum gross density of 165 units per hectare (408 units per acre).

In keeping with the previous Official Plan for this area, housing built under provincial or federal programs is permitted on lands designated as Mixed Use General, to a maximum of 15 per cent of the total number of units. This is much lower than the minimum of 25 per cent stipulated in the draft provincial housing policy statement discussed earlier in this chapter.

In order to obtain this limited amount of non-profit housing, and to ensure public ownership of a waterfront strip, the City has indicated that it will permit bonus incentives, and that the non-profit component may be built off-site. Advocates of non-profit housing are apprehensive that if individual sites are developed piecemeal through rezoning and bonuses are negotiated, the non-profit component may be pushed entirely off-site or reduced in amount or ghettoized in the last remaining block rather than being integrated throughout the redevelopment.

The motel strip amendment will permit a series of high-rise, high-density condominium towers of as many as 45 storeys. Owners and tenants in nearby low-cost accommodation fear that these developments will undermine the sense of neighbourhood as new residents in a different socio-economic grouping and with a different life style move in. Those on lower incomes are also apprehensive about the impact of the high-rise condominiums on adjacent land and property values, with the consequent effects on the low-price, owned and rental accommodation.

Critics of the plan would prefer lower-scale development with less emphasis on condominiums and stronger recognition and support for continuing and improving the area's existing motel and family hotel function. This alternative, they argue, would have less impact on property values, would preserve the existing sense of neighbourhood, and would allow the area to continue to provide low-cost but readily accessible tourist and family accommodation.

There is also concern about the environmental consequences of landfill that the City proposes to use in creating the publicly owned water's edge, as far out as 120 to 180 metres (394 to 591 feet) from the existing shoreline. The province has been asked for a full assessment of the project under the *Environmental Assessment Act* but, to date, has not responded.

Another more general City study examined the Mimico area in 1983. The former town of Mimico was characterized in the study as one of the oldest and most interesting communities in Etobicoke: a waterfront residential community which varies from expensive estate-type housing to low-rise, low-rent apartment buildings; and commercial and industrial uses. Mimico is generally located west of the Mimico Creek, south of the Queen Elizabeth Way and east of Dwight Avenue, with its southern boundary on the waterfront.

The objective of the study was to propose appropriate redevelopment of the area, as well as to address the lack of parkland in Mimico and open up views of and access to the water.

The study concluded that the densities allowed in the existing Official Plan — as many as 160 units per hectare (395 units per acre) in the east and as many as 200 units per hectare (494 units per acre) in the west — were sufficient to stimulate redevelopment, because the sites have generally had densities well below what is allowed. It suggested that zoning by-laws for the so-called apartment strip (located between Lakeshore Boulevard and the water) could be modified to achieve a more varied housing form.

To obtain parkland, open space, and water's edge access (including a boardwalk) the study suggested that, as a condition of approval, developers be required to dedicate waterlots as open spaces. Consideration would be given to transferring development rights between residentially owned properties, in order to open up views from Lakeshore Boulevard and create public open space.

The study also recommended the formation of a Business Improvement Area (BIA) for the Lakeshore Boulevard commercial strip with the Lake as a basis.

The Mimico study recommendations are still under review by City Council.

Another major waterfront redevelopment site is at the former Lakeshore Psychiatric Hospital in Long Branch. It comprises 20 to 25 hectares (50 to 60 acres) owned by the Province and another 40.5 hectares (100 acres) of MTRCA holdings, and the Humber College property. The 65- plus hectare (160-plus acres) site is located on the southeast corner of Kipling and Lakeshore Boulevard West; it runs down to the water where MTRCA has created Colonel Samuel Smith Park and, using landfill, has developed a marina in an embayment. The Hospital, which was closed in 1979, comprised 25 buildings constructed between 1885 and 1892.

In 1983, the City completed a study of the site; an Official Plan Amendment was passed, with guidelines for redevelopment that protect such features as the historic buildings, waterfront location, open space, and mature vegetation. The City has taken the position that the major part of the site should be parkland.

The Province, which has been studying the site since 1986, and transferred 13 hectares (32 acres) to MTRCA in 1987, has proposed a mixed-use redevelopment that would provide as many as 2,000 housing units, 50 per cent of them affordable housing. In addition, historic buildings would be retained for possible use by Humber College or housing redevelopment; health services would continue to be offered on the site, the remainder of which includes historic landscape features.

In November 1988, the Province began public consultations to gauge public reaction to three possible redevelopment options, each incorporating a different combination of the uses described. This consultation process is expected to be completed in the early spring of 1989 before an option is selected.

In December 1988, a former industrial site close to the waterfront, the 8.9-hectare (22-acres) Goodyear property, was sold to the Daniels Group which has announced its intention of redeveloping the site for mixed use with a substantial amount of housing, including family homes. The proposed project may enable school authorities to keep open schools that would otherwise be considered for closure and, in doing so, strengthen the overall neighbourhood structure in support of nearby waterfront development. Discussions between the Daniels Group and Etobicoke City planners have begun.

City of Scarborough Plans and Policies

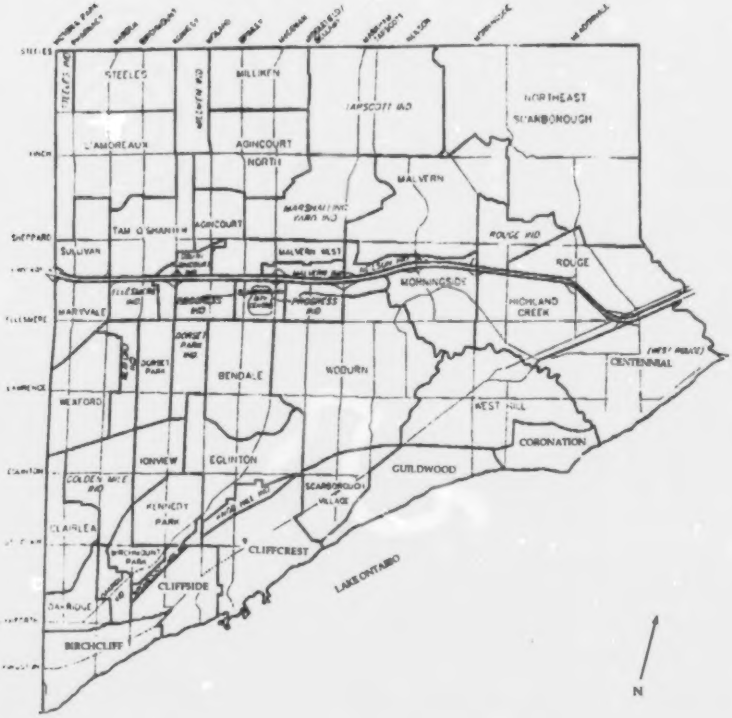
The City of Scarborough originally developed eastward from the central area of Toronto, slowly absorbing and incorporating outlying communities as it reached them. Today, most land in Scarborough has been developed, although some 810 hectares (2,000 acres) of farmland and greenfield open space still remain in the northeast corner of the municipality.

Scarborough has a diversified population, predominantly in the middle and lower income mix. Land patterns reflect the composition of the population, with a prevailing residential land pattern of single-family detached homes set back on mid-sized lots.

Scarborough's Official Plan was approved in 1961. There have been various consolidations since then, the last in December 1985. The Official Plan divides residential areas into communities, and industrial areas into districts, each intended to have a secondary plan. Council's basic approach to planning has been, and is, essentially reactive, with a preference for making few or no changes, with consideration being given to proposed developments on a site-by-site basis, according to the perceived merits of each.

This approach complements the overall planning style of Council, which is to maintain the character and stability of existing low- and medium-density neighbourhoods while permitting higher-density development and redevelopment around the City centre and transit stations, and along arterials.

In 1987, Metro Toronto planners estimated that Scarborough's population would continue to grow slowly for the next ten to 15 years — from its 1985 level of 462,000 to about 470,000 at the end of the century. However, subsequent revisions to these figures in November 1988 now project a greater increase, from 485,000 in 1986 to a peak of 522,500 in 2001, an increase of 37,500.


STEELES
SHEPPARD
STEELES IND
STEELES
MILLIKEN
TAPSCOTT IND
NORTHEAST SCARBOROUGH
L'AMOREAUX
AGINCOURT NORTH
MALVERN
MARSHALLING YARD IND
TAM O'SHANTER
AGINCOURT
SULLIVAN
MALVERN WEST
ROUGE IND
ROUGE
MORNINGSIDE
ELLESMERE IND
PROGRESS IND
PROGRESS IND
MARYVALE
HIGHLAND CREEK
DORSET PARK IND
DORSET PARK
BENDALE
WOBURN
(WEST ROUGE)
CENTENNIAL
WEXFORD
WEST HILL
CORONATION
IONVIEW
EGLINTON
GUILDWOOD
GOLDEN MILE IND
KENNEDY PARK
SCARBOROUGH VILLAGE
CLAIRLEA
CLIFFCREST
BIRCHMOUNT PARK
LAKE ONTARIO
CLIFFSIDE
OAKRIDGE
BIRCHCLIFF
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CITY OF SCARBOROUGH

COMMUNITY AND INDUSTRIAL DISTRICTS

COURTESY OF PLANNING DEPARTMENT CITY OF SCARBOROUGH

The planners have also recommended to Metro Council that it take steps to boost population growth in Metropolitan Toronto; if the new Metro Council adopts that policy, Scarborough, as well as other Metro municipalities, will be expected to move in the direction of population increases.

How much of this projected growth could be accommodated in the northeast and/or located to conform to Council's existing policies of redevelopment around transit stations and along arterials, and whether intensification would be required in existing neighbourhoods, are issues that Scarborough's planners are beginning to address.

The City has commissioned consultants to study housing intensification and there would appear to be a certain amount of scope for this technique in many of Scarborough's communities, including those on the waterfront. It would also seem that intensification could be achieved at a scale and in a form that would respect the character of the existing neighbourhoods.

The Scarborough preoccupation with neighbourhood stability engenders an apprehension about change that currently extends both to intensification and the concept of non-profit housing. This is reflected in the policy and planning stance of City Council and in the attitudes and opinions of neighbourhood groups.

There appears to be a widespread bias in Scarborough against non-profit housing, based on the false impression that it is rent-geared-to-income (RGI) housing only and carries social problems in its train. The RGI approach is not used today; contemporary non-profit housing may be defined as that built by municipal, co-operative, and non-profit organizations, using available government programs.

Just as Scarborough has had a good record of responding to past policies of senior levels of government (for example, in successfully integrating group homes into the community, as required by previous provincial policy), it has also had positive experiences with the co-operative, non-profit housing sector. A number of well-designed and award-winning co-op projects have been successfully integrated into Scarborough's local communities, including waterfront neighbourhoods.

Some Scarborough representatives claim that the City already meets the Province's draft policy guideline of 25 per cent affordable housing in all new construction.

This begs the issue of how the City will continue to meet affordable housing targets if the provincial policy becomes law, and may ultimately mean that a new Official Plan has to be written.

Scarborough's relationship to the water, and its treatment of regional and local neighbourhood waterfront issues, also reflect the community's culture. From the western boundary of the City eastward, there is a succession of mature, stable neighbourhoods punctuated by such natural features as the Bluffs, East Point, Highland Creek, and, at the eastern extremity, the estuary of the Rouge River.

Regional facilities such as those at the Guild Inn and Bluffers Park and those planned at East Point Park, the Metro regional sewage treatment plant, and Coronation and Centennial industrial parks also break the chain of residential development. Toward the eastern end of the waterfront, the CN rail line runs close to the shore and is a powerful barrier to the water for nearby residents.

There appear to be two major development opportunities remaining on the waterfront. One is in the East Point/ Centennial Industrial Park/Metro treatment plant area. The industrial presence there has diminished somewhat, but certain locations still offer opportunities for industrial uses related to the sewage treatment plant. There is also the possibility of consolidating on this site industrial activity that remains in the second industrial area at Centennial Industrial Park.

There is also sufficient land for MTRCA to create its planned East Point regional waterfront park with reasonable access and room for a regional car park.

In the Centennial area, a new neighbourhood could be created, one that could help turn Scarborough's face to the water. Fifty or more hectares (124 or more acres) of industrial land there could be redeveloped, especially because of the nearby presence of a GO Transit station. Links with the lakeshore could be obtained by bridging over or tunnelling under the CN rail line. Such waterfront amenities as a boardwalk and a terminus for a water-bus could be added later, as could other features that would promote a public waterfront centre.

The major site in the area is the disused Johns-Manville property, covering approximately 30.4 hectares (75 acres). The site has been contaminated by the asbestos pipe-manufacturing operations of Johns-Manville and a surface clean-up and berm containment process has been completed, which may be sufficient to allay health and environment concerns.

However, before any redevelopment could proceed, an environmental assessment would have to take place to determine if there is any need for further remedial action.

For the past two or three years there has been private-sector interest in redeveloping this area, primarily for residential uses. In addition, a local group is proposing to construct a historical marine park on the waterfront, which would simulate the 18 and 19 century Port Union maritime centre and port.

For a number of years, however, the City has used zoning to protect this area's low-density, low-scale, open space that results from existing industrial uses. The City's posture has been supported by the local neighbourhood association, which is quite happy to keep the industrial zoning to protect what is, to all intents and purposes, a kind of neighbourhood park.

Two community groups, the Centennial Community and Recreation Association and the West Rouge Community Association, have recently formed the Centennial and West Rouge Waterfront Committee. The Committee has drawn up a set of criteria to use in evaluating future proposals for the Centennial/West Rouge Waterfront. The criteria relate to public access, a waterfront park, environmental clean-up, provision of water transport facilities and routes, as well as traffic impact studies and a complete environmental audit.

However, this positive step on the part of the two associations does not include any reference to housing; it is to be hoped that housing will be added in the future.

Non-Profit and Co-operative Housing Programs and Initiatives

Since 1973, virtually all assisted housing built in Metropolitan Toronto has been in the non-profit rental or non-profit co-operative sector. A variety of federal, provincial, and joint federal-provincial funding programs have provided the necessary subsidies. However, all the programs have the following features in common: they make funds available to non-profit corporations formed by municipalities, community-based organizations and co-operatives, to develop non-profit housing for a mix of incomes, with an emphasis on low- and moderate-income households.

This is a departure from the previous era, when the vast majority of assisted housing was public housing, in which all residents paid a rent geared to income and which, over time, served only those with the lowest incomes.

In Metro, only the City of Toronto and the Metropolitan Toronto governments have established municipal non-profit corporations. The remainder of non-profit housing has been produced by the co-operative housing sector and the private non-profit rental sector, both of which have projects in all six Metro municipalities. Since 1973, more than 30,000 non-profit units have been developed by the non-profit housing organizations in Metro Toronto.

Based on the currently budgeted federal, provincial, and joint federal-provincial non-profit programs, there is an aggregate of about 20,000 units planned for the Metropolitan Toronto area over the next three years.

This projection makes it clear that the planned rate of production is being dramatically increased, due largely to higher spending commitments by the provincial government. While federal government funding of new non-profit housing in Metro has remained static in recent years (or has declined somewhat), the Province has been attempting to meet the escalating needs.

A target of 20,000 non-profit units over the next three years means tripling the production levels in Metro from those of the past several years. However, the delivery capacity of the municipal and private non-profit sectors, as well as of the co-op housing sector, has been under-utilized in recent years. They appear to have the capacity to develop this much-needed housing, provided that they are not held back by the lack of affordable land, the municipal planning process or the funding approval process of the federal and provincial governments.

All co-op and non-profit housing programs allow the housing organization to serve the needs they choose, within overall government-established priorities. Thus, projects may be large or small, houses, apartments or a mixture, new construction or acquisition and rehabilitation of existing buildings. In addition, housing may be designated for seniors, the physically or mentally handicapped, families, singles, special needs groups or any combination of above. In most cases, some occupants pay the market rent established for their project, while lower-income households pay rent geared to income.

There are non-profit rental projects and a new form of ownership tenure called non-profit co-operatives.

The non-profit rental unit projects are developed and administered by boards of directors appointed, in the case of municipal non-profits, by municipal governments and, in the case of private non-profits, by the non-profit community organizations.

Co-operative housing, while non-profit, adds a unique dimension to the development and management of non-profit housing. Co-ops are owned and operated by member residents, through their non-profit co-operative corporations. The members do not own their units individually, do not accumulate equity or have the right to sell their units: ownership rests with the co-operative as a whole, and creates a new form of tenure in the Canadian experience, co-operative ownership.

As long as the member residents fulfill their obligations to the co-operative, they have security of tenure and full and equal rights to run for the board of directors or otherwise participate in management decisions. The members as a whole have the final responsibility for determining the annual budget and setting the annual housing charges (rents).

By providing a sense of ownership and control over one's own housing, the mixed-income co-operative plays a unique role in establishing a sense of community, permanence, and resident satisfaction.

A number of co-op projects on or near the waterfront have been developed in each of the three waterfront municipalities. They are well suited for their neighbourhoods, are well designed, and seem to be well accepted in their communities. Typical examples are:

Etobicoke: Norris Crescent co-op, Mimico co-op.

Toronto: Harbourfront co-ops, Forward 9 co-op in the Beaches area.

Scarborough: Neilson Creek co-op near Coronation Drive; Kal Mar co-op in the Birchcliff Community.

The biggest common problem facing co-op and non-profit developers in Metro is the lack of available and affordable sites for their projects. The lack of land is the main obstacle to meeting the increased provincial target for non-profit production in the next three years. There is considerable public land on or near the waterfront that could be crucial in accommodating sufficient non-profit housing, and all levels of government should aggressively pursue policies that consider the suitability of those sites for non-profit housing.

Another potential source of land is the private sector, which has significant amounts of waterfront property for which plans are either being made now or will be made in the near future. The province's Affordable Housing policy should be applied to these developments. For example, it could be implemented by having developers sell portions of their land to non-profit organizations at prices within the government's non-profit program cost guidelines, to meet their Affordable Housing obligations.

Another approach would be to have developers build projects on a turn-key basis and sell them, at prices within the program's cost guidelines, to co-op or non-profit organizations.

The tendency of the two senior levels of government to set the market rent portions of their projects and adjust them upward for prime waterfront locations, presents another problem for non-profit projects on the waterfront. This places the units out of reach of households that need to be served by non-profit programs. A different approach to setting market rents should be adopted to make these projects available to those residents the province's Affordable Housing policy is meant to serve.

A third problem is the effect of the recent federal government spending limitations on the non-profit programs they cost-share with the Province, as well as for their own co-op program. Previously, as we noted earlier in this chapter, the federal government committed money to the building of a certain number of housing units but, more recently, it has placed a financial cap on commitments by setting a maximum on the amount of money CMHC will spend.

As a result, the number of units to be built under the federal co-op program has been cut almost in half, from an expected 5,000 units across Canada in 1986 to about 2,800 units in 1989.

The federal-provincial program in Ontario will have a shortfall in 1988 of about 1,000 units. Federal funding commitments to non-profit housing in general, and on the waterfront in particular, should be reviewed if the goals for waterfront housing and neighbourhoods proposed in this Report are to be achieved.

Private-Sector Waterfront Mixed Use and Residential Projects

The challenge of providing a full range of tenure and housing types, including affordable housing, on the waterfront, and of creating liveable neighbourhoods with community facilities and amenities, confronts the private sector as well as governments.

As in the past, the private sector will design, build, service, and supply almost 100 per cent of the housing built on the waterfront. It will do so in response to market conditions and market demand, offering a variety of housing in keeping with its perceptions of the needs and wishes of different market segments and of their ability to pay market prices.

The private sector performs its role within a planning and regulatory framework set by government. The nature of that framework is a factor in determining how, when, where, and why the real estate and construction industries respond to challenges and opportunities on the waterfront.

Developers need a clear set of rules within which to operate. It should include clear policies and approved official plans based on public consensus and a vision of Toronto's waterfront that reflects the public values and public needs of Torontonians and visitors. Official plans should be supported by up-to-date zoning by-laws, transparent and efficient project planning and development approval processes, and clear accountability in and between governments on matters of responsibility and jurisdiction.

There should be a common understanding that the rules of the game (government policies, plans, and procedures) will be applied equitably and will not be bargained away, and that firm decisions will be made by governments within this framework based on the public interest. Without trying to limit in any way the freedom that governments need to safeguard the interests of their constituents, it seems infinitely preferable to us for them to set in advance the terms and conditions under which development will be allowed (including general improvement levies, development charges or land donations to pay for or contribute to public infrastructure requirements such as parks, parking, day-care, etc.) than to try to obtain such public benefits by bonussing or trade-offs on a piecemeal basis as individual development proposals are considered.

That is not the situation today. Achieving it is a challenge, not only for the Royal Commission, but for each government with jurisdiction on the waterfront.

At the same time, there is a limit to public accountability. In the final analysis, the private sector must bear responsibility for its own actions. The quality of design and construction; the interrelationship and linkages or separations between uses; the form, density, and massing of building; the relationship between public and private interests and between built and open spaces, may be regulated by the public sector. But those standards will be achieved only if the private sector uses its creativity, energy, and enterprise to support the waterfront vision, and understands and implements it as it is articulated in official plans.

In effect, the private sector has two responsibilities: it must be responsible for what it builds on its own land, and it must be responsible for building as thoughtfully and carefully on public land as it does for itself. Well-developed public projects can have a beneficial impact on the private-sector interests surrounding public land, as illustrated by the St. Lawrence project.

The private sector itself takes great pride in the Metropolitan Toronto waterfront. It is pleased with examples of successful, well-designed developments, but is extremely unhappy about the mistakes which have been made that must not be repeated. Business interests have created their own organization, the Waterfront Development Council, which will enable them to promote their views and ideas for the development of the waterfront. The Council will also provides a collective response to government policies and plans, including those related to waterfront housing and neighbourhoods.

There is a role for the private sector to play in providing Affordable Housing, which goes beyond the modest minimum 25 per cent proposed by the province in its draft housing policy statement. Private-sector ingenuity and enterprise should be brought to bear on the social as well as the economic side of the ledger. The fact that so much land on the waterfront is either in public ownership or is zoned industrial use today provides an opportunity for the private and public sectors to co-operate fully. If that were done, packaging development parcels and rezoning land to support residential or mixed uses would include public-sector/private-sector agreement on the amount of Affordable Housing to include in development projects.

The present waterfront investment focus of the private sector is on three areas: Central Bayfront; Harbourfront and adjacent areas where a mix of residential and commercial development is underway; and the Etobicoke motel strip, which is primarily residential in character. There is a good deal of activity now going on or planned in two of these areas, Central Bayfront and the motel strip. Development at Harbourfront is currently frozen by the City, while Harbourfront Corporation and City officials negotiate revisions to Harbourfront's Urban Design and Development Plan.

The current planning and construction activity, by project and developer, is listed in Table 8, with an outline of the key features of each project, and its status.

Table 8
Current and Planned Private Sector Residential or Mixed Use Development on Metropolitan Toronto Waterfront

BUILDING/DEVELOPER	HEIGHT (storeys)	UNITS	TOTAL DENSITY	STATUS
1. TORONTO CENTRAL BAYFRONT				
a. World Trade Centre — mixed use				
Phase I — Condominiums 2 towers (Camrost)	37	700	10.2 x	C
Phase II — offices (York Hannover)	28	—	9.4 x	D
b. Graywood Condominiums 2 towers (Graywood)	38/39	812	10.6 x	C
2. HARBOURFRONT AND ADJACENT AREA				
Harbourfront				
a. Le Lido Condominiums (Huang & Danczkay)	9	195	4.67 x	P
b. King's Landing Condominiums (Ramparts)	5-12	no development application		
c. Water's Edge Condominiums (Ramparts)	9	120	3.93 x	P
d. Harbours I Condominiums (Konvey)	9/11	289	4.37 x	P
e. Harbours II Condominiums (Konvey)	15	232	4.29 x	P
NB A 16-storey Co-op building is currently under construction.				
Adjacent Area				
a. Quay West Condominiums (Huang & Danczkay) 2-50 Stadium Road 3 towers plus link	14/9/14	730	3.0 x	P
3. ETOBICOKE WATERFRONT				
a. Palace Place Condominiums Phases I & II	45	522	4.13 x	C
b. Motel Strip — Mixed residential		2,700 or 1,650*	3.5 x	R
c. Marina Del Ray Condominiums (Camrost)				
Phase I	17	820	2.16 x	C
Phase II	15			
Phase III	34			
d. Grand Harbour (Rylar Development Ltd.) Mixed use				
Phase I Condominiums	24	440	2.65 x	C
Phase II Condominiums	20			
Phase III Condominiums	30			
Phase IV Office Building	10			
e. Newport Condominiums (Andmark Associates, Inc.)	28	168	2.85 x	C

* Pending decision of OMB regarding secondary plan

KEY
C = under construction or approved
D = development review
P = proposed residential project affected by City of Toronto Interim Holding By-Law
R = related Secondary Plan referred to OMB
DENSITY = gross floor area of the building(s) divided by the site area

5. Analysis of Issues

The key housing and neighbourhood issues that emerge from an analysis of the existing waterfront population, housing stock, and neighbourhood situation described in Chapter 3 and in the review of current policies, plans, and initiatives contained in Chapter 4 can be summarized under seven headings:

1. Housing and neighbourhood presence: what kind of housing and neighbourhood presence should there be on the waterfront?
2. Affordability: how should existing and future affordable housing on the waterfront be supported?
3. Mixed uses: where and how should residential and non-residential uses be mixed on or close to the waterfront?
4. Infrastructure: is the existing infrastructure sufficient to support an increased population and new neighbourhoods on the waterfront, or are additions to it required?
5. Environmental clean-up: are potential redevelopment sites safe for residential and neighbourhood uses or is environmental clean-up required?
6. Planning and design controls: what planning and design controls should be applied to ensure that waterfront housing and neighbourhood development meet the quality and amenity standards of the people of Metropolitan Toronto?
7. Government co-ordination and accountability: what measures are required to ensure intergovernmental co-ordination and accountability for waterfront planning and development, particularly for housing and neighbourhoods?

The Work Group has evaluated these issues from the perspective of long-term planning and implementation over ten to 20 years. Existing public and private sector plans such as those for St. Lawrence Square, the Railway Lands, Harbourfront, and the redevelopment of the Etobicoke Motel Strip will take anywhere from five to 15 years to complete. The additional opportunities identified in chapter 6 below may take the next 20 years or more to realize.

Housing and Neighbourhood Presence

The issue of what kind of housing and neighbourhood presence there should be on the waterfront is ultimately a function of the kind of waterfront people want. If, for example, an emerging consensus calls for a waterfront that is only or primarily for open space or parkland, clearly certain limits should be set on expansion of the existing housing and neighbourhood presence. Conversely, if the consensus favours a waterfront devoted to commercial, industrial, and transportation uses, the opportunities for expanding housing and neighbourhoods would be similarly constrained.

A single vision of the future of the waterfront, acceptable to all levels of government and to the general public, does not exist at present. In the context of the creation of the Royal Commission, therefore, it is appropriate to assess the long-term uses to which waterfront lands can be put. The role of housing and neighbourhoods is fundamental to that assessment.

At the risk of repetition, it is worth noting again that the kind of waterfront Toronto gets will ultimately depend on the kind of waterfront that is inherent in Toronto's values. Metro has already earned its reputation as an urban area comprising a community of neighbourhoods. Historically, each of the three cities began on the waterfront, which must now be re-oriented and re-emphasized.

A series of neighbourhoods is now located along the waterfront, but the chain is broken at key points, most particularly in the centre, but also at the eastern and western ends. These breaks give us 20 years to create new neighbourhoods and to extend existing neighbourhoods that re-establish Metro's links and orientation to the water.

The presence of people who live on or close to the waterfront in well-designed communities is the only way to ensure the waterfront's vitality, provide the fullest assurance of public security and safety, and ensure the fullest use of waterfront amenities.

The potential development and redevelopment areas are also close to major road, rail, and transit nodes and routes; they can therefore provide a reasonable relationship between home and employment locations. Because the major infrastructure (trunk water, sewage, road, and power lines) and many community facilities are already in place, expansion of the waterfront population will mean that these are used to capacity and with minimal demands for additions.

The chain of waterfront neighbourhoods does not foreclose room for parkland, open space, and waterfront conservation areas. Rather, both open space and neighbourhoods can be accommodated and a proper relationship created between them.

A range and diversity of neighbourhoods is envisaged, providing a wide mix of different housing types and tenures, housing a population whose socio-economic composition reflects that of Metropolitan Toronto: all income groups, all ages, all family types, childless couples, singles, able-bodied, and handicapped.

Many neighbourhood groups and the officials of some housing organizations have pointed out that some neighbourhoods do not currently provide a good environment for family housing; amenities for children and teenagers are lacking, as well as facilities for seniors and the disabled. A number of neighbourhoods also lack such services as local stores or transit because they don't have the critical mass of population needed to establish them.

Studies should be made of the conditions needed for a proper waterfront neighbourhood environment for families and others who require support services and amenities. Deficiencies in existing neighbourhoods should be corrected, and amenities for new ones should be incorporated into their planning and development, to be planned and installed on a timely basis.

Affordability

There are two aspects to the issue of affordability: maintenance of affordable housing stock in existing neighbourhoods; and inclusion and retention of sufficient affordable housing in new residential developments.

Affordability is the most vexatious waterfront housing and neighbourhood issue, one made especially so by the increasing value of waterfront properties relative to those in other parts of the Metro area.

As long as the regional economy continues to boom, demand continues to exceed supply, and the desire for waterfront accommodation continues unabated, there will be no easy answers to the problem of the affordability of waterfront housing.

It is a catch-22 situation: the more attractive the waterfront becomes, the more people will want to live there, and the more expensive housing will become. Government action to improve the waterfront and guide its development according to an agreed vision of its future, will inevitably mean upward pressure on both the cost of land and the cost of existing or new housing.

The answer is not to leave the problem solely to the market. Current trends in housing construction are affecting the price of today's affordable housing, and changing the mix of housing types to up-market adult living and away from family and community living. Given the current real estate market in Toronto, without corrective government policy and programs, the trend is likely to continue.

Nor can governments alone solve the affordability problem. The Province has already given financial support to non-profit housing to what may be the limits of its ability; it simply may not be able to sustain its current level of effort over the longer haul. The federal government placed a financial cap on its non-profit housing program because of its general need to reduce the federal deficit. Nevertheless, it may wish to consider what additional support it should provide in the Metro area, the economic engine of Canada, considering that it has the most severe shortage of affordable housing anywhere in the country.

Municipal governments do not have the financial resources to provide extensive financial assistance for non-profit housing, but they can contribute in other ways: Metro and the City of Toronto have their own housing corporations and have established housing targets and traded development rights as a means of encouraging the private sector to provide non-profit housing.

At a minimum, all three cities should have on staff professionals knowledgeable about the housing programs of senior levels of government, aware of housing problems and opportunities in their cities, and able to work well with local non-profit organizations and the private sector. Scarborough and Etobicoke do not have such housing specialists on staff at the present time.

In addition, municipal plans will be required to conform to the draft provincial housing policy statement (if it is approved by the provincial Cabinet), which may mean changes or adjustments to existing plans.

Such adjustments provide opportunities for cities to direct development pressures into those areas they wish to target for development or redevelopment, and away as much as possible from those neighbourhoods where stability needs to be maintained.

This planning approach is the best way to maintain price stability in many neighbourhoods, but it is not a panacea. Transition zones between development and stable areas are inevitably affected by the land and property costs that result from development pressures in adjacent areas, although not necessarily as intensely as in the development areas themselves. The impact of the development of the motel strip on adjacent Etobicoke areas illustrates the effects of development sites on those nearby.

Small-scale intensification in existing neighbourhoods, as postulated in the draft provincial policy statement and in the *Metro Housing Intensification Study*, contributes to more housing. Intensification offers the possibility that small-scale modifications, conversions, and additions will be affordable and will not have either a major physical or a financial impact on the surrounding area.

However, for both physical and financial reasons, this small-scale activity needs careful planning control: the intrusion of enormous, lavish homes into neighbourhoods of modest-cost housing can affect prices of surrounding properties.

Speculation may also be a factor in driving up the cost of housing, thereby affecting its affordability. In the 1970s, the province imposed a so-called speculation tax on the sale of residential properties, designed to cool speculation in the rapidly rising residential real estate market of that time. Imposing the tax may well have contributed to the market slow-down that occurred while it was in effect. Other factors included a substantial rise in interest rates and slackening demand because of an economic downturn.

Given that speculation may well be a factor in today's escalating property prices in the Greater Toronto Area, and especially on the Metro waterfront, the province should consider re-imposing this tax in a way that does not affect a property owner's principal residence. As before, the tax should be time-based so that the rate paid declines with the length of time the property remains in the owner's hands and off the market. The tax level should be high enough to deter speculators and be applied to all forms of urban residential property.

Chapter 6 contains recommendations for each level of government, designed to be implemented together to encourage affordable housing in waterfront areas. If this goal is to be achieved, the policies and programs of all levels of government should be consistent. But the challenge of developing affordable housing must be met by the private sector as well, with particular attention given to the needs of those who do not qualify for government support and who wish to choose options other than co-op or non-profit housing.

There is also a specific proposal for establishing a new federal Metro Toronto Waterfront Housing Program, described in detail in Appendix 4.

Mixed Uses

The concept of mixed use was described earlier in this Report as a way of permitting complementary or, in some cases, competing uses to share access to given sites or areas, so that each operates as efficiently and effectively as possible.

Mixed use is a planning principle that both supports and contributes to urbanity, and it is called for in locations where development pressures are at their greatest. In the case of the Metropolitan Toronto waterfront at the present time, those points of development pressure are the Central Waterfront and the Etobicoke motel strip.

In essence, mixed use is a sharing of land, space or areas. The notion recognizes the rights or the interests of various users of real estate, whether they are different people or the real estate is being used for different functions.

The greater the development pressure, and the larger and more demanding the number of competing uses, the more complex the challenge of different uses and the physical relationships between them. When specific plans are being proposed for consideration and approval, there must be more sophisticated analysis, understanding, and synthesis, as well as more skillful exercise of judgement and sound decision-making.

The principle of mixed use needs to be understood by more than just advocates of a single land use ("This should be reserved for industry". "That should be exclusively residential". "Those regional uses must not be allowed in this neighbourhood".). It must also be understood in areas where mixed use is to be permitted and must be spelled out clearly before official plans are finalized. Just because certain lands are currently occupied by one use does not necessarily mean that the situation is immutable. And new users do not necessarily have either a superior claim over those who came before or the inherent right to push out preceding uses.

Taking the mixed-use approach involves other considerations: the capacity of infrastructure (roads, transit, power, water, sewage, garbage disposal, etc.) to support the mix and volume of uses; safety and security of occupants and users; the environment (which may require separation, barriers or some form of protective buffering); and economic costs and benefits.

Good design and well-co-ordinated implementation are the keys to mixed use. Good design requires an understanding, creative, imaginative, and technologically skilled designer, operating within strong but sensitive government planning and development controls that have been equitably and openly applied. Chapter 6 includes recommendations for each of these areas.

Infrastructure and Community Facilities

In order to create and maintain healthy, well-functioning neighbourhoods, appropriate levels of infrastructure are needed, as well as community services and facilities and private-sector services. Infrastructure includes such services as roads, public transport, water, sewage, garbage disposal, and power supply. Community services and facilities are those institutional services for local and/or district populations; they include parks, schools, churches, health care facilities, day care, community centres, social welfare services, libraries, a police force, fire stations, etc. Private-sector services include: retail shopping, professional and household services, etc.

There is an inadequate supply along the waterfront of public parks and open spaces, particularly those with access to and along the water's edge. The deficiencies must be remedied if the waterfront is to be made truly liveable.

The Work Group conducted a rudimentary review of services and amenities and, with some qualifications, concluded that many of the basic elements appear to be in place, and can be extended or adjusted to support the increased waterfront population recommended in this Report. Such issues as garbage disposal and traffic are problematic for the whole region, not just the waterfront, and they have not been addressed as part of this review.

A number of neighbourhood associations and government officials pointed out to members of the Work Group deficiencies in infrastructure and/or services; both community representatives and officials commented on the lack of co-ordination that sometimes occurs as new developments are put in place or new neighbourhoods are built.

In some instances, it may be that a critical population mass has not been accommodated to justify the range of amenities the local community is seeking. In other instances, the problem is that the sequence of development has meant that the residential component was constructed first, and associated services, it was assumed, would follow.

In other cases, density transfers and bonussing have distorted the existing or planned distribution of services: anticipated residential projects have been shifted to other locations, causing unexpected pressures on some services or unexpected demands for non-existent services or under-use of services that had previously been installed.

Sometimes, deficiencies are the result of poor co-ordination amongst the governments and government departments, ministries or agencies concerned — often exacerbated by budgetary difficulties and conflicting priorities. There have been instances where approvals of developments by one level of government have had the effect of loading costs onto another level, sometimes without consultation or warning.

The changing socio-economic composition and aging of the Metro Toronto population also influences demands for community facilities and services on the waterfront as elsewhere in the metropolis. In waterfront neighbourhoods, for example, demands for services for seniors have been increasing at the same time that school enrollment has been decreasing and may lead to school closings.

There are many departments and agencies of the provincial and local governments involved in providing urban infrastructure and community services, as well as those agencies of the federal government that are developing federal lands. Given the changing composition of the population, population shifts, and changing service requirements and demands, co-ordination is not an easy matter, but it can be facilitated by up-to-date policies and plans, and by well-publicized service standards.

Plans will often include, in general terms, what is required; for any one or more of the reasons cited above, breakdowns occur during the implementation process. Moreover, both planning and implementation are made more difficult by a lack of published current standards. Standards for a number of services do not appear to have been updated for several, if not many, years. Standards may not have fallen into abeyance but, when asked, officials had difficulties describing what standards they use in making decisions to install, upgrade or wind down a facility or a service.

Gaps or deficiencies in local services may not be too serious for residents who have ready access to a car. But they can cause major upsets or difficulties for those — the sick, the elderly, the poor, and the disabled — who do not have readily available personal transportation.

On the waterfront, this is especially the case for young families. Support of family life appears to be weakening and, in certain areas, families seem to be virtually excluded as a consequence of the trend towards adult life-style housing. This trend weakens the demand for family services, making a self-fulfilling prophecy of the statement that the waterfront is not a good place in which to bring up a family.

Several neighbourhood groups commented to the Work Group on the lack of amenities and activities for children and teenagers in their areas, and also noted the need for input from young people themselves, rather than just planning on the basis of the adult perspective.

In conclusion, a more detailed analysis is needed to pinpoint infrastructure and community facility problems more precisely, and to provide timely additions as necessary. In addition, standards for providing infrastructure and community services should be brought up to date and published. A special study should be undertaken on the requirements for waterfront environment for families.

This more detailed analysis, standard setting, and study should be led by Metro with input from all relevant departments, ministries, and agencies of each level of government, as well as from pertinent non-governmental organizations.

Environmental Clean-Up

In Chapter 6, we describe a number of opportunities for residential development of new neighbourhoods, as well as for redevelopment of large sites and/or intensification in existing neighbourhoods.

In a significant number of instances, these opportunities are on lands that either were or are occupied by industrial or transport users, as, for example on the Johns-Manville site in Scarborough or the Port industrial lands. They may be polluted or contaminated as a consequence of present or former uses and could be re-used as residential lands if they come onto the market, but only when they have been decontaminated.

Another issue on which we received many comments from neighbourhood groups is the quality of the lake water: there appears to be widespread concern about this among waterfront populations.

It is recommended that the environmental agencies of the federal, provincial, and metropolitan governments include these issues in the waterfront environmental Remedial Action Plan, which they are currently establishing, and that environmental hearings be held before such lands are cleared for residential redevelopment.

Planning and Design Controls

Effective planning and design controls, as well as carefully co-ordinated development, are required to ensure the successful creation of a liveable waterfront.

Planning and design controls should relate directly to, support, and be consistent with official plans and should include up-to-date zoning by-laws. Official and secondary plans should convey a clear idea of the planning goals and intended uses for waterfront neighbourhoods and areas, with such physical criteria as density, massing, height, setbacks, open space/built space relationships, waterfront access and views, and the considerations that should be incorporated into project designs.

Provision must also be made for timely installation of infrastructure, community facilities, and private-sector services that will be needed to make waterfront areas truly liveable. Such plans can then be used to co-ordinate various government and private-sector investments necessary to complete the development.

In reviewing existing waterfront-area planning documents of the three cities, the Work Group concluded that some, but not all, of this documentation exists. The City of Toronto has the most explicit and detailed waterfront plan (The Central Waterfront Plan), but this has been in place only since the summer of 1988, and zoning by-laws need to be updated to be consistent with its requirements. The City of Etobicoke has a strong secondary plan for its motel strip. Other than these, existing plans are general in nature.

To avoid unpleasant surprises for those interested in the waterfront and for the public in general, plans should be brought into line with the consensus about the waterfront when this has been formed. Explicit planning and design controls to turn vision into reality should then be communicated.

Planning and design mistakes of the past, such as those that occurred at Harbourfront when high-rise residential blocks were built on Queen's Quay and the poor public access to waterfront parks and ferry services developed on the Central Bayfront, should not be permitted to happen again.

If planning and design controls, even those that look good on paper, are misapplied, traded away or not used, they cannot prevent mistakes. The political will is needed to enforce them and good staff are required to ensure that councils understand the implications of proposed projects, while remembering that the right to make decisions remains with the councils themselves. To be really effective, all design controls should be current, consistent, and clearly communicated to municipal councils, developers, and the public at large.

To explore these precepts, the Work Group examined the development and approvals process for two residential 31- and 35-storey towers at 350 and 390 Queen's Quay West, and the proposed development at 2-50 Stadium Road, comprising two 14-storey buildings and one of nine storeys.

In the first instance, the absence of a height restriction along certain portions of the north side of the Queen's Quay arterial allowed the Harbourfront Corporation to plan buildings of 30 or more storeys in its 1984 proposal call for these projects to be built. Prior to the Corporation's call, the City had not approved any site plan for this development block relating its overall massing and density to the Harbourfront site as a whole, although the City had requested such a plan.

The Corporation laid down certain design guidelines the developer was expected to follow, including specifics of the colour of the brick exterior, to which the developer responded. Harbourfront supported the developer's application, and the City ultimately gave its approval. To members of the public, the buildings seemed to appear from nowhere, unrelated to anything around them.

In the second instance, the three residential blocks at 2-50 Stadium Road, City Council did not approve the project when it was placed before Council in November 1988; instead, it sent the project back to staff for reconsideration. The proposed development is located on land formerly owned by the Toronto Harbour Commissioners, and previously had a zoning of 12x commercial coverage.

The City, at staff's recommendation, reduced this to 3x residential coverage. The developer checked the City staff's views of development conditions prior to commencing his planning and acceded to their request for a waterfront promenade and views through the project to the water. Even so, the development remains too high and too dense for this valuable water's-edge site and, in the context of a well-planned waterfront, the Work Group endorses Toronto City Council's action.

These two examples of waterfront residential development highlight the need for proper planning and development controls based on waterfront plans that truly express and reflect a public consensus of the vision of the Metropolitan Toronto waterfront.

Government Co-ordination and Accountability

The review of current government land and housing policies, plans, and initiatives in Chapter 4 makes it clear that they are not consistent at the present time. They require adjustments at all levels if successful development of the waterfront is to be achieved.

Policy gaps and differences in land management and land use are analysed in Chapter 4. A major building block in creating a co-ordinated intergovernmental waterfront development strategy — namely, a clear definition of the waterfront's share and functions in the overall growth of the Greater Toronto Area — is not in place. Therefore, there is no regional context within which to plan.

Differences in the ways governments manage their own lands, and re-use or dispose of surplus lands, are also described. The province has adopted unequivocal housing-first guidelines in re-use or disposal of surplus lands. The Government of Canada has not explicitly adopted similar guidelines for surplus federal lands in Ontario, in Metro Toronto generally, and on the waterfront specifically. Nor have municipal governments approved housing-first land re-use and disposal policies; Metro and the cities of Toronto and Etobicoke have accepted slightly less definitive statements that assign housing a high priority.

Differences in housing policies were also noted. The federal contribution to housing programs is, in effect, being diminished as financial limits are placed on federal non-profit housing allocations. The Province has substantially increased its housing budget and set ambitious non-profit housing targets, but its Affordable Housing Policy Statement remains in draft form. In that form, the statement may not be strong enough about implementation to ensure that both its own and private-sector contributions to affordable housing targets will be met. The draft policy should be strengthened and approved as soon as possible.

The City of Toronto has had assisted-housing targets for a number of years and has its own housing corporation to provide for delivery of non-profit housing, as does Metro. However, to date neither Etobicoke nor Scarborough has explicitly supported the draft provincial policy.

Both the Province and the City of Toronto have declared their intention of providing at least 35 per cent affordable housing on their surplus lands when these are being redeveloped or disposed of. The other governments have not gone that far.

Key plans in the different jurisdictions are at different stages of evolution: provincial thinking about the Greater Toronto Area is still in the preliminary stage. The previous Metropolitan Toronto Council initiated a review of the Metropolitan Toronto Official Plan, which the new Council expects to complete. The City of Etobicoke is in a similar position with its Official Plan. The City of Scarborough continues to operate on the basis of its 1961 Official Plan.

The City of Toronto has approved a plan for the Central Waterfront, which updates its 1978 Official Plan for this part of the City. In the view of the Work Group, this plan does not take sufficient advantage of the housing and neighbourhood opportunities that exist on the Central Waterfront; it would need to be reconsidered if, for example, the Province and Metro decided that the Metro waterfront, including the central section, should take a larger share of the GTA/Metro growth.

The number of government agencies with activities that actually or potentially include the production and/or operation and maintenance of housing should be noted. At the federal level, they include: CMHC, Harbourfront Corporation, CN, Toronto Harbour Commissioners, and Canada Post Corporation, the majority of which, as we have noted, are not bound by federal land management policy at the present time. Agencies of the other levels of government include the

Ontario Housing Corporation and the Metro and City housing corporations. Whether this is the best organizational arrangement for governmental involvement in the delivery of non-profit housing on the waterfront remains a moot point.

In summary, the respective policies and plans of each level of government are at different stages of evolution. However, given that there is a new federal Parliament, as well as new Metropolitan and local councils, and that there are draft policies and plans under discussion at the provincial, Metropolitan Toronto, and local levels, there is at least a good opportunity to harmonize these plans once an intergovernmental and popular consensus about the future of the waterfront has been achieved.

The review in Chapter 4 also highlights the strategic importance of publicly owned lands, particularly on the central waterfront, and the opportunity to use these lands in the public interest, especially for housing and neighbourhood needs, if the various levels of government will work co-operatively. Governments hold these lands in trusteeship for all citizens and they have an obligation to realize the broadest range of public policy goals through use of publicly owned lands, rather than cater to the narrower interests of individual departments and/or agencies.

Governments and government departments and ministries should also co-ordinate better the installation of public infrastructure and community services in order to enhance the quality of life for all citizens in waterfront neighbourhoods.

6. Recommendations and Opportunities

Housing and Neighbourhoods Presence on the Waterfront

1. Metro Toronto and the three waterfront municipalities should make future planning and development decisions with a firm commitment to turning the faces of their municipalities to the waterfront by creating new neighbourhoods and re-orienting existing neighbourhoods.

Future residential development, combined with such things as mixed land-use planning, water bus services, increased public access to the water's edge, and recreational activities on the waterfront will help ensure that it is reclaimed for the active use and enjoyment of all Metro's residents and visitors. An emphasis on opening up the entire Metro waterfront, not just that of downtown Toronto, is an essential element in this approach. For that reason alone, the recent decisions to locate the Seaquarium on Etobicoke's waterfront is a very positive step.

Creating ten new neighbourhoods, as recommended in this Report, would add more than 125,000 people to the population of the waterfront. Recommendations on strengthening 15 existing neighbourhoods include the possibility of residential intensification in some places. That would increase the population on the waterfront still further, potentially doubling the existing population.

2. Providing appropriate services and amenities in neighbourhoods is an essential feature that distinguishes them from mere collections of buildings. In creating new neighbourhoods, public investment in services and amenities should occur simultaneously with the development of the housing.

While it is appropriate to expect that the planning process will create a critical mass of housing in any given area sufficient to support community services, the various levels of government also have a responsibility to provide appropriate services in a timely fashion.

Some neighbourhood amenities are provided by the private sector, especially shopping, restaurants, and banking. The public planning process must ensure that appropriate zoning and adequate provision of available sites encourage development of these private-sector amenities. Failure to do so can render an area inhospitable for families, the elderly, the disabled, and those with special needs.

This, in turn, can create a reluctance to provide non-profit housing, thus making the area habitable only by young or middle-aged, well-off, able-bodied, childless households.

3. The municipalities should incorporate into their planning recognition that, to make neighbourhoods work, there must be a diversity of income groups and household types.

Sufficient diversity not only adds vitality, it generates required services that everyone might need or want at some point in their lives. Regardless of one's current income or stage in life, anyone can become disabled, temporarily or permanently; childless couples may have children, and everyone needs to rely on their neighbourhood to some degree as they grow older.

Planning that assumes a community will consist of a homogeneous grouping of buildings, such as Palace Pier in Etobicoke or Harbour Square in Toronto, is, by its nature, severely deficient.

Affordability

4. In order to meet the Affordable Housing requirements, as defined by the draft provincial policy, all levels of government should recognize that, in the current housing market conditions in Metro, Affordable Housing will be developed largely as co-operative and non-profit housing. Current conditions — the rate of price increases for resale homes, low vacancy rates, and upward pressure on rental rates — point to non-profit housing as a key means of ensuring that housing built under provincial criteria remains affordable in the future.

Land and buildings in Metro are currently so expensive that attempts to provide modest homeownership or private rental housing will tend not to serve the population that requires assistance. This situation will not change in Metro as long as demand significantly exceeds supply.

Co-op and non-profit programs serve low- and moderate-income households on a permanent basis and, under present conditions, are the best method of achieving provincial Affordable Housing targets in Metro.

However, it must be noted that the private sector will be responsible for the actual construction of virtually 100 per cent of the new housing. Under the provincial policy, they will develop three of every four units of the new housing for the top 40 per cent of the market. Our concern is with the remaining one Affordable unit out of four that will also be constructed by the private sector. In order for this unit to remain Affordable in the future, ownership by co-operative and non-profit organizations is needed.

We do not underestimate the ability of the private sector to respond in imaginative ways to the need for modest housing. The challenge is to target some portion of the three-quarters of all units that will remain in the private sector for affordable private rental and owned accommodation.The traditional proportion of rental accommodation on the waterfront is in danger of being gradually replaced by condominium ownership.

5. The draft provincial Affordable Housing Policy Statement must be strengthened to give municipalities the power to require the private sector to meet affordability criteria for at least 25 per cent of the housing in their residential developments.

In the past, municipalities like the City of Toronto have had to resort to bonussing that allows higher zoning densities in order to obtain any assisted housing from the private sector. The appropriateness of this practice is widely debated. The Province's new policy must be written to provide municipalities with the ability to meet the policy's goals without resorting to bonussing.

It is also essential for the private sector to be assured that the policy will be applied equitably so that it is understood as a set of rules for everyone. That will help produce the mixed income neighbourhoods this Report recommends.

The private sector stands to benefit directly from public investment in the waterfront and in neighbourhood infrastructure that makes private-sector housing developments possible. It is appropriate, therefore, that some benefit accrue to the public in the form of Affordable Housing.

Most medium- to large-scale private developments will have capacity to provide non-profit housing, or to make it available at a nearby site. Community-based non-profit producers are always looking for site possibilities and they have the needed expertise; in addition, there are more funding commitments to develop non-profit housing than were available in previous years.

The policy should also clearly require that the Affordable component meet the criteria for a range of housing types and unit sizes. For example, meeting the private sector's Affordable requirement solely by producing less expensive bachelor units would not be acceptable.

While there are various methods by which the private sector can provide non-profit housing, the two most likely ways are: having the developer provide the site at a cost within government land-price guidelines for the non-profit program, or having the developer build the project and sell it to the non-profit sector at a price that fits within government cost guidelines for developing the entire project. Either way, this requirement is essential in ensuring that sufficient non-profit housing is produced in waterfront neighbourhoods in all three municipalities.

6. If public land is developed for residential use, a percentage higher than 25 per cent should be required to meet the Affordable Housing criteria.

The provincial Affordable Housing Policy Statement sets out a minimum 25-per-cent requirement for private developments and a 35-per-cent minimum for the Province's own lands. When public lands are involved, when owned by whatever level of government, the minimum should be higher than for the private sector. Metro and the three city governments, as well as the federal government, should accept at least the 35-per-cent minimum the Province established in its housing-first policy. This should be incorporated into their own surplus-land policies, and should be accompanied by a requirement that land for non-profit housing must be made available at a price within government non-profit land-cost guidelines.

By comparison, it is instructive to note that in the highly successful St. Lawrence neighbourhood, closer to 60 per cent of units were built under the co-op and non-profit housing programs.

In particular, the lack of a federal equivalent to the housing-first policy could mean lost opportunities to place Affordable Housing in appropriate locations on and near the Metro waterfront.

An interesting effect of the housing-first policy is that the private sector will be able to use as much as 65 per cent of public land redeveloped for residential use for their own projects. In the case of publicly owned waterfront properties, this access to prime waterfront land in Metro is a significant benefit to the private sector.

7. Housing co-operatives should be used as a key means of creating new neighbourhoods and intensifying housing in existing neighbourhoods.

Housing co-operatives have a good income mix; they build communities; create a sense of ownership; and provide opportunities for community participation. Co-operatives are a positive presence in several waterfront neighbourhoods; are well integrated into the community; and are often very well designed.

They provide an important tenure option for those who do not wish to keep renting, but cannot afford to buy their own homes.

8. The senior levels of government should revise their policies on setting "market rent" levels in non-profit projects on the waterfront, to ensure that all non-profit units are truly affordable.

Current practice bases market rent levels on comparisons to comparable new accommodation in the same market area, and upward adjustments are made when the accommodation is in a desirable location like the waterfront. We recommend that waterfront rents be set at the average market rent in comparable projects that house comparable client groups; that will ensure they are affordable for members of the client groups the housing units are intended to serve. No upward adjustment should be made in market-rent levels because of waterfront location.

9. The federal government should return to its previous method of budgeting based on housing-unit targets for the federal share of funding the federal-provincial non-profit program.

The current federal government budgeting method for non-profit housing has a negative influence on the federal-provincial cost-shared program, and has whittled down the federal co-operative housing program in Metro until it is merely a shadow of its former self. Problems arise because the budget is now expressed as a dollar figure, rather than according to the number of housing units the government wishes to build, as was done previously. With Metro's rapidly rising housing costs, this has produced a bias in the non-profit program away from Metro and its waterfront toward lower-cost markets elsewhere.

10. The federal government should also be prepared to put more funding into non-profit housing if it wants to see Affordable Housing on the waterfront. Appendix 4 outlines a proposed new federal program that would support the provision of non-profit housing on the waterfront.

The opportunities for creating new neighbourhoods, as well as intensifying housing in existing ones, will generate a significant potential for non-profit housing.

We recommend that the federal government, through the CMHC, fund a separate non-profit program targeted for the Metro waterfront. This program should be budgeted to produce approximately 1,000 units per year over the next 20 years, to ensure that there are sufficient non-profit units available in addition to those currently being produced to meet Affordable Housing goals in waterfront neighbourhoods.

The program should be structured so that each project contains an income mix, in a manner similar to the current provincial-federal non-profit program. Details are outlined in Appendix 4.

11. The Government of Ontario should review the re-imposition of a "speculation tax" on urban residential real estate.

In the 1970s, the province imposed a so-called speculation tax on the sale of residential properties, designed to cool speculation in the rapidly rising residential real estate market. Imposing the tax may well have contributed to the market slow-down that occurred while it was in effect. Other factors included a substantial rise in interest rates and slackening demand because of an economic downturn.

Given that speculation may well be a factor in today's escalating residential property prices in the Greater Toronto Area, and especially on the Metro waterfront, the province should consider re-imposing this tax in a way that does not affect a property owner's principal residence. As before, the tax should be time-based so that the rate paid declines with the length of time the property remains in the owner's hands and off the market. The tax level should be high enough to deter speculators and be applied to all forms of urban residential property.

Mixed Land Use

12. A mixed land use area could contain combinations of residential, and compatible industrial, commercial, institutional, and recreational uses, including parks and open space. The diversity created is a sound urban neighbourhood feature and has the potential to resolve the problem of different land uses competing for the same area on the waterfront.

Good design is an essential feature in making a mixed land-use area work well and in resolving potential conflicts. Forms of restricted industrial use that are non-noxious and not overly intrusive are an appropriate choice in areas where there is residential use nearby.

13. The historical need to locate industry on the water is no longer a major factor for industry in Metro. Industrial land uses on the waterfront should be consolidated, and preference should be given to new industries that do not require large amounts of prime waterfront land.

In the past, not only did many industries locate near the waterfront for transportation reasons, but many are there simply because, at one time, that was the cheapest industrial land in Toronto. This is clearly no longer a valid description of the circumstances of development in Toronto. Therefore, industrial activity should not be extended to new areas on the waterfront, and existing areas should be consolidated.

Consolidation of the land that industry occupies on the waterfront need not mean an erosion of the industrial job base. Diversity in job types is healthy for the whole community. Much of the land on the waterfront currently designated as industrial is vacant or used for storage and currently generates very few jobs.

Planning and Design Controls

14. Approval for all zoning and building permits for future development at the water's edge should be conditional on continuous physical public access to the lakeshore. These access areas should be generous enough in width, and accompanied by sufficient water's-edge setbacks, to ensure meaningful public use. In addition, there should be enough visible public access routes across sites to enable people to get to the water's edge.

Standards for the minimum width of the water's-edge public domain should be established and linked to building setbacks. In Vancouver, the average minimum width is 12 metres. Ideally, the public domain should be determined by deeding of land to the municipality; in some instances, however, an easement for public access might be acceptable. When an individual site is not well positioned to provide meaningful public use, access should nonetheless be obtained, perhaps for future implementation when circumstances change.

Public policy should be directed to obtaining sites at intervals along the water's edge, so that areas of public domain at the water's edge are linked to a destination where there are more active uses. It might be a park or part of the beach system, or an activity node where there is public transportation, restaurants, recreation activities, and so on.

15. All three cities should develop comprehensive rules to protect views to, from, and along the water, and apply those rules firmly when considering applications for development. Because it is so important to avoid visual barriers between the cities and the water, these view-maintenance requirements should be a factor in considering official plans and zoning by-laws.

Some waterfront cities in Canada have made efforts to develop rules for protecting views, and this is the time, when so much of the waterfront is under development or may soon be redeveloped, to establish them. Not only should some of the grand views and panoramas be preserved, but it should be understood that, if there are no local views into public access areas at the water's edge, or into parks and beaches, most people will not know they are there to be enjoyed.

Lack of sensitivity to view maintenance has fuelled a public backlash against any building on the waterfront. Proper setbacks from the water's edge, as well as height, building mass, and placement on the site are all important factors.

16. The practice of lakefilling should be accepted as a method of extending areas of public domain at the waterfront. However, placement of lakefill areas should take into account the outflow of sewage systems and the danger of trapping pollutants from Metro's creeks and rivers close to shore. Similarly, great care should be taken to ensure that only high-quality fill is used and that landfill design avoids unnecessary shoreline indentations that trap algae and pollutants. Lakefill may be useful in certain areas for creating or enhancing parks and open space, but using it should not be seen as a method of evading obligations on the land at the water's edge. The Metro Waterfront Plan should be updated with full public participation. All subsequent lakefill proposals should then be assessed against the Plan.

Many Metro residents may be unaware of the number of lakefill projects along the waterfront that have been undertaken in recent years. Most have been carried out by the Metropolitan Toronto and Region Conservation Authority and the Toronto Harbour Commissioners. Among the best known are the Leslie Street Spit (Tommy Thompson Park); Humber Bay Park in Etobicoke; and Bluffer's Park in Scarborough. However, a number of others have been recently completed or are under way.

Lakefilling extends the public domain while ensuring shoreline protection; it provides various marine-related activities; and it meets local and regional recreational needs.

These lakefill projects should play an essential role in providing required local recreational opportunities for the increased population that will result from the new neighbourhoods and intensification of existing neighbourhoods recommended in this Report.

While greatly expanding recreational opportunities on the waterfront, lakefill has engendered some complaints from environmentalists and area residents. These must be seriously addressed.

The plan for lakefill projects is based on a 1967 Metro Waterfront Plan. It should be reviewed and updated by Metro, after public input that takes into account the concerns noted above, as well as current proposals for the waterfront areas of Metro. The current Metropolitan Toronto Plan Review undertaken by Metro also makes an updating of the waterfront plan timely.

17. The transportation corridors along the waterfront have, too often, been a significant barrier between the lake and the cities that border it. Reducing or eliminating this barrier is essential if new and existing waterfront neighbourhoods are ever to be linked to the water's edge.

Toronto

Until Toronto faces the major waterfront challenge of dealing with the Gardiner Expressway, neighbourhoods will continue to be cut off from the waterfront. Removing all or part of the Gardiner may be seen as a land-use issue: land would be freed up, and land-locked marginal sites could be better used. Action on the Gardiner will require leadership from Metro Toronto, which has jurisdiction over the Gardiner, and from the City of Toronto and the Province.

The Gardiner/Lakeshore Task Force report was a start in the right direction, and contains many useful suggestions about improving access across the Gardiner/Lakeshore/ rail corridor, which could be taken into consideration by Etobicoke and Scarborough in studying their barrier problems.

Priority should be given to implementing the improved access proposals wherever they would result in an immediate link-up between an existing neighbourhood and the waterfront.

Etobicoke

Etobicoke should consider conducting a similar study for its Queen Elizabeth and Lakeshore transportation corridors, involving representatives from its southern communities. There is a great deal of room for better penetration of these corridors by improving pedestrian, TTC, and local road access to the waterfront. this is most obvious in the area of the motel strip.

It may be that like Toronto, Etobicoke will find marginal land areas that could be freed up by judicious realignment or rationalization of ramp access points. This would require the co- operation of Metro and the Province of Ontario.

Scarborough

Particular attention should be paid to providing a means of crossing the CN rail line in southeastern Scarborough. The shoreline running west from the mouth of the Rouge River to East Point Park is well suited for a lakeshore promenade and bicycle path. It would link up two lakeshore parks and be an attractive recreational asset for the existing neighbourhood in south-eastern Scarborough.

However, the railway embankment and the frequency of trains on that line will require carefully placed pedestrian tunnels or bridges at appropriate intervals. This is one part of Scarborough where access to the water is not blocked by the Bluffs, and Scarborough should make the most of it.

18. Official plans and zoning regulations should not rigidly restrict categories of unit types and sizes permitted in specific areas. Official plans and zoning regulations that define categories of unit types and sizes permitted should be carefully related to appropriate building envelopes, maximum heights, and water's-edge setback requirements.

However, overly-rigid categorization and separation of unit types can lead to enforced homogeneity in communities. It does not permit them to adapt to different housing requirements, nor does it tend to provide for the diversity so essential for an urban neighbourhood. Similarly, unnecessarily low density ceilings can result in the building of only single-family or detached houses.

Such restrictions are sometimes used to keep more modest housing — and, in particular, non-profit housing — out of certain neighbourhoods. But variations in size are possible even when zoning regulations require that a row of townhouses be built side by side. Within a similar building envelope, row and stacked townhouses could provide one, two, three, and four-bedroom units at a density of slightly higher units per hectare. Neighbourhoods like St. Lawrence demonstrate that combining houses and apartment buildings can also work well.

Government Co-ordination and Accountability

19. The following adjustments to government policies and plans are recommended, in order to establish a clear sense of direction and coherence in planning and developing waterfront housing and neighbourhoods.

The Government of Canada:

a) should strengthen its land management policy by requiring all of its agencies to support land-management goals, specifically those set for the waterfront;

b) should, under its Land Management Policy as applied to federal land-holdings in Ontario generally and on the waterfront specifically, adopt a "Housing First" policy, with a minimum target of 35 per cent for Affordable Housing;

c) should restore its previous method of budgeting for the CMHC Non-Profit Housing Program;

d) should introduce a support program for Metropolitan Toronto waterfront housing (further details of this recommendation are described in Appendix 4).

The Government of Ontario:

a) should establish, in its land use policy, the geographic direction of growth for the Greater Toronto Area, and the share of that growth that the Metropolitan Toronto waterfront should accommodate;

b) should approve its draft Affordable Housing Policy Statement, and strengthen it by specifying that developers must integrate Affordable Housing into their residential projects;

c) should continue to apply the "Housing First" rule in the re-use of its own surplus lands, including those on the waterfront;

d) should request that the Government of Canada support its Affordable Housing policy when redeveloping or disposing of its land on the Toronto waterfront.

Metropolitan Toronto:

a) should complete updating of its Official Plan and decide what share of growth is to be accommodated on the Metropolitan Toronto waterfront. The plan should include measures to boost Metro's population and housing;

b) should strengthen the regional aspects of its plan, and specifically ensure a sound relationship between regional and local neighbourhood land uses and needs;

c) should adopt a minimum Affordable Housing target of 35 per cent for the re-use of its own surplus lands.

Municipal Governments:

a) should modify existing plans and complete draft plans to include in them specific responses to the province's draft Housing Policy Statement, and should provide for creation of a continuous chain of neighbourhoods along the waterfront;

b) should provide for public acquisition and use of the water's edge;

c) should negotiate with developers to include Affordable Housing in development and redevelopment projects on the waterfront;

d) should adopt the minimum 35 per cent Affordable Housing target for re-use of their own surplus lands.

New Neighbourhoods

20. The appropriate governments should consider establishing the following ten new neighbourhoods, on or close to the waterfront (some of these are already in the planning stages):

A. Lakeshore Psychiatric Hospital/Humber College
B. Etobicoke Motel Strip
C. Parkdale Deck/CNE
D. Railway Lands
E. St. Lawrence Square
F. East Bayfront
G. Port Industrial Area
H. South of Eastern Avenue
I. Greenwood/Ashbridge's Bay
J. Port Union

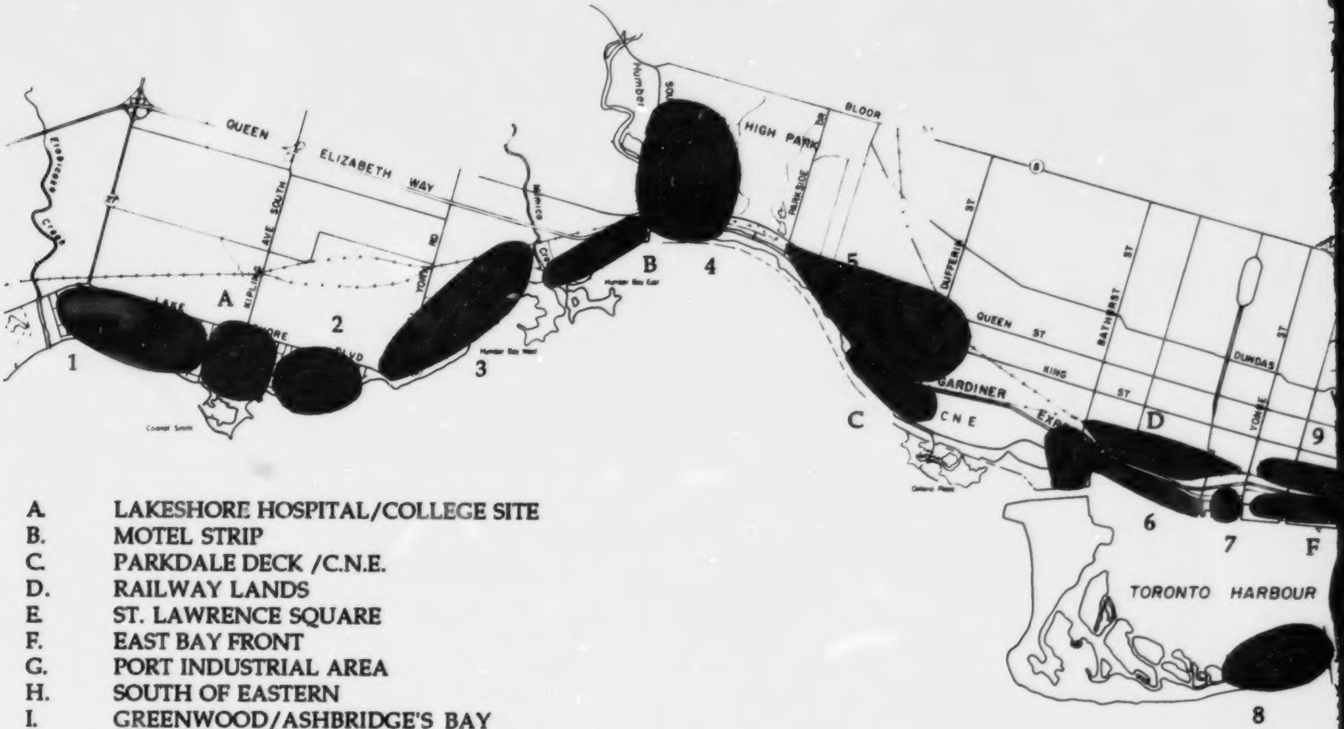
Existing Neighbourhoods

21. Fifteen existing neighbourhoods on or close to the waterfront would be strengthened if this Report's recommendations were implemented by the appropriate governments and their agencies and commissions.

1. Long Branch
2. New Toronto
3. Mimico
4. High Park/Swansea/South Kingsway
5. South Parkdale
6. Harbourfront and adjacent areas
7. Central Bayfront
8. Toronto Islands community
9. St. Lawrence
10. South Riverdale
11. Leslie/Woodbine
12. The Beaches
13. Birchcliff
14. Cliffcrest/Cliffside
15. Guildwood

■ NEW NEIGHBOURHOODS

■ EXISTING NEIGHBOURHOODS


QUEEN ELIZABETH WAY
Etobicoke Creek
KIPLING AVE SOUTH
YORK
Mimico Cr
Humber
BLOOR
HIGH PARK
PARKSIDE
DUFFERIN ST
LAKE SHORE BLVD
QUEEN ST
KING ST
GARDINER EXP
BATHURST ST
DUNDAS
YONGE ST
C N E
TORONTO HARBOUR
A
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C
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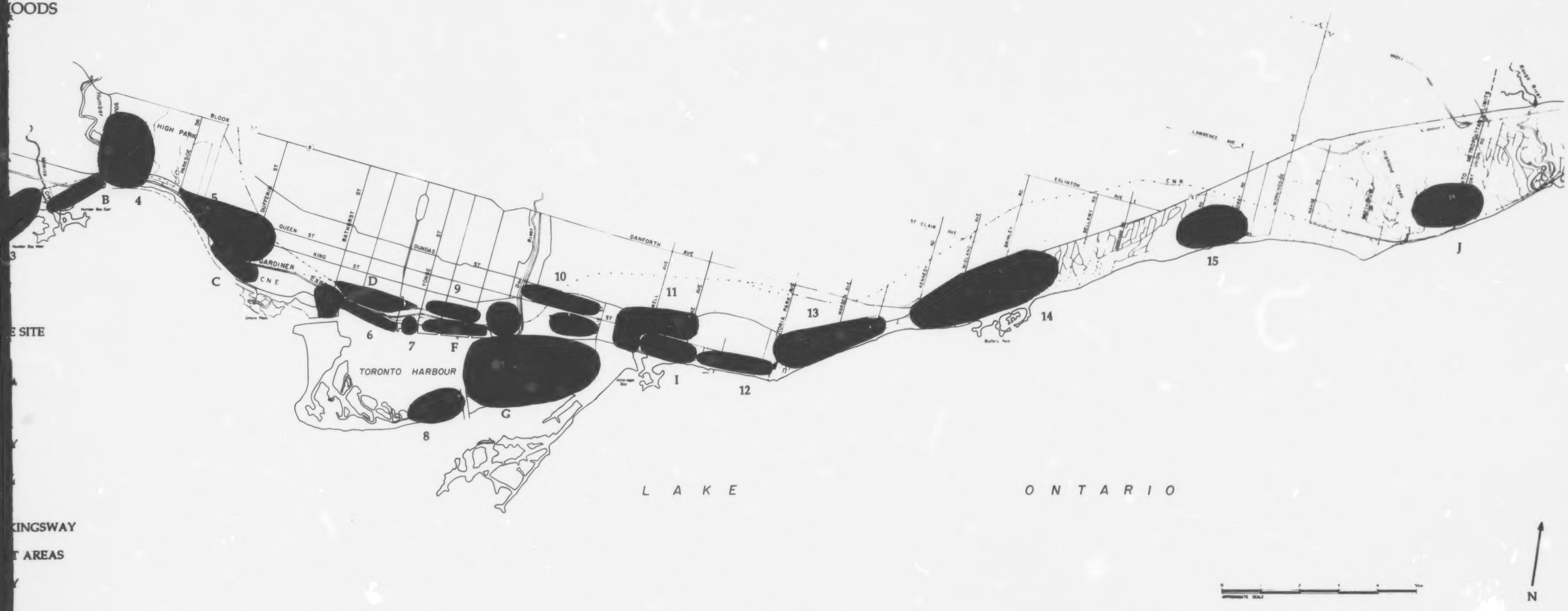
A. LAKESHORE HOSPITAL/COLLEGE SITE
B. MOTEL STRIP
C. PARKDALE DECK /C.N.E.
D. RAILWAY LANDS
E. ST. LAWRENCE SQUARE
F. EAST BAY FRONT
G. PORT INDUSTRIAL AREA
H. SOUTH OF EASTERN
I. GREENWOOD/ASHBRIDGE'S BAY
J. PORT UNION

1. LONG BRANCH
2. NEW TORONTO
3. MIMICO
4. HIGH PARK/SWANSEA/SOUTH KINGSWAY
5. SOUTH PARKDALE
6. HARBOURFRONT AND ADJACENT AREAS
7. CENTRAL BAYFRONT
8. TORONTO ISLANDS COMMUNITY
9. ST. LAWRENCE
10. SOUTH RIVERDALE
11. LESLIE/WOODBINE
12. TORONTO BEACHES
13. BIRCHCLIFF
14. CLIFFCREST/CLIFFSIDE
15. GUILDWOOD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VICTORIA PARK AVE
ST CLAIR AVE
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WATERFRONT NEIGHBOURHOODS

NEW NEIGHBOURHOODS
Population and housing potential

Neighbourhood	Area hectares (acres)	Density	Projected No. of Hsg. Units	Projected Population
A. Lakeshore Psychiatric	24.3 (60)	M	2,000	5,400
(Goodyear)	6.1 (15)	H	1,200	3,300
B. Motel Strip	20.3 (50)	H	5,000	10,500
C. Southdale/ Western C.N.E.	17 (42)	M	1,900	5,100
D. Railway Lands		H	9,000	15,300
E. St. Lawrence Square	26.7 (66)	H	6,000	12,000
F. East Bayfront	24.3 (60)	M/H	6,000	12,600
G. Port Industrial	162 (400)	M	12,000	36,000
H. South of Eastern	24.3 (60)	M	2,000	5,400
I. Greenwood/ Ashbridges Bay	32.4 (80)	M	3,000	8,100
J. Port Union	70.9 (175)	L/M	5,000	13,500
TOTAL	**408.3 (1008)**		**53,100**	**127,200**

These estimates have been calculated by the Working Group based on a household size of 2.7 except for Port Industrial (3.0), East Bayfront (2.1), Motel Strip (2.1), St. Lawrence Square (2.0) and Railway Lands (1.7). The higher figure is to reflect an anticipated family environment. The lower figure represents areas predominantly for adult life style.

Neighbourhoods

The opportunities and recommendations in this section cover ten possible new neighbourhoods and 15 that already exist. For the purposes of this Report, we have taken the liberty in some areas of combining the southernmost portions of several neighbourhoods into one section.

We are of the view that, taken together, these recommendations offer hitherto unrecognized opportunities to add substantially to the population living on or near the waterfront. We also firmly believe that doing so need not create a concrete wall at the water's edge.

The appropriate waterfront planning guidelines should encourage good design in new developments and improved links to the waterfront for the rest of Metropolitan Toronto.

In discussing these neighbourhoods, the terms low, medium, and high density have been used to refer to the recommended density range for new housing.

These ranges are meant to give a general sense of what might be appropriate or practical in each instance. Our definition of density categories assumes that each is applied on a gross basis over the entire area as follows:

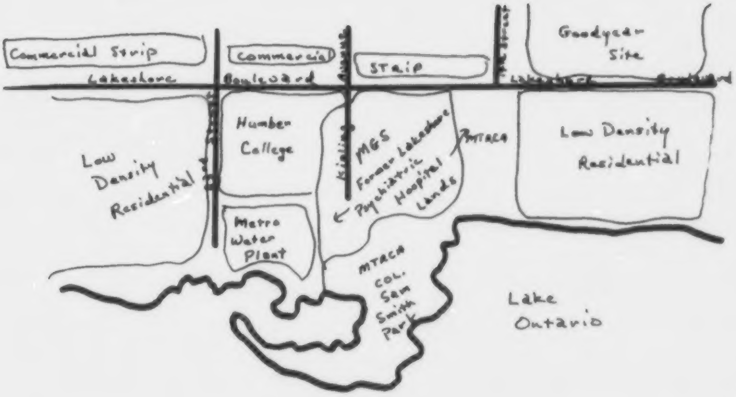
- low density: fewer than 13 units per hectare (30 units per acre)
- medium density: 14 to 24 units per hectare (31 to 60 units per acre)
- high density: 25 or more units per hectare (61 or more units per acre)

In discussing existing neighbourhoods, the Report sometimes refers to intensification as a way of providing more housing units. We use this term in its most general sense, to include the following methods:

- building new housing on small lots;
- building infill housing on lots that have existing housing but where sufficient vacant land exists;
- building extensions to existing buildings;
- converting or rehabilitating existing buildings to add new units.

New Neighbourhoods

A. Lakeshore Psychiatric Hospital/Humber College Site


Commercial Strip
Commercial
Strip
Goodyear Site
Lakeshore
Boulevard
Avenue
Kipling
Humber College
Low Density Residential
MGS
Former Lakeshore Psychiatric Hospital Lands
MTRCA
Low Density Residential
Metro Water Plant
MTRCA
Col. Sam Smith Park
Lake Ontario

The site comprises approximately 70 or more hectares (172 or more acres) of land in the area of Long Branch at Kipling and Lakeshore Road, consisting of:

- 40.5 hectares (100 acres) of open space at Colonel Samuel Smith Waterfront Park;
- 20.3 to 24.3 hectares (50.2 to 60.0 acres) of surplus land owned by the provincial Ministry of Government Services (MGS) and the adjacent Humber College;
- 8.1 hectares (20 acres) of land to be redeveloped on the Goodyear site north of Lakeshore Boulevard;
- historical location of the Mimico Asylum (opened 1890) and Mimico Teachers College;
- the Lakeshore Psychiatric Hospital (the former Asylum), which was closed in 1979, although the ministries of Health and Community and Social Services continue to administer programs on the site, which is also used as a location for film production.

Existing Policies

The MTRCA is currently developing a 40.5-hectare (100-acre) waterfront park that includes 13 hectares of the former hospital site and a public marina based on landfill. The Province has announced that the former hospital site and Humber College surplus lands are part of provincial housing-first initiatives. Officially, Etobicoke has favoured park use on the former hospital site, residential use on Humber College surplus lands, and industrial use on the Goodyear lands.

Issues

Local single-family homeowners are concerned about provincial affordable housing initiatives — "not in my backyard". Local tenants, however, welcome the opportunity to increase affordable housing options in the area.

Lakeshore residents generally mistrust the MTRCA. The use of landfill and its cumulative effects — which have never been studied in the area — arouse concern about the deteriorating quality of water, the increased presence of algae, and the entrapment of sediments.

Many residents and local officials prefer that the provincial lands (49.4 hectares [122 acres]) remain in park use, while others prefer that these surplus lands be developed for luxury housing, with the non-profit housing concentrated on the Goodyear site, on the north side of Lakeshore Road, away from the more desirable waterfront location. Etobicoke has few waterfront parks and continuous public pedestrian links along the water are difficult to obtain because of the high degree of private ownership of lakefront land. The MTRCA parks are perceived by some as private clubs for wealthy boat owners and public space in front of luxury condominiums (e.g., at Palace Pier) is perceived as the private space of the condo owners.

Etobicoke is experiencing declining and aging population growth, of which the decline of the Lakeshore Road commercial strip is evidence.

Opportunities/Recommendations

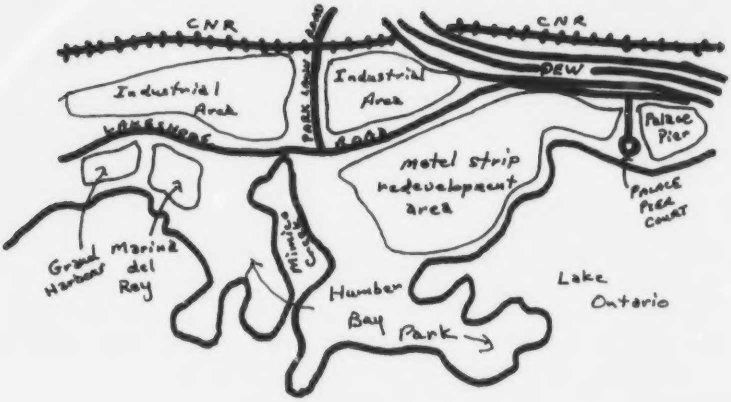
The Lakeshore Psychiatric Hospital/Humber College site offers a rare opportunity to create a major new mixed-use waterfront neighbourhood with:

- mixed-income residential development (2,000 units on provincial lands, 3,000-plus units on the Goodyear site) of different types and tenures with a major affordable housing component on both sides of Lakeshore Road;
- possible commercial redevelopment on both sides of Lakeshore Road, and industrial use on the Goodyear site;
- a major park and open space component on the MGS lands and on the MTRCA Colonel Samuel Smith landfill Park;
- the potential of housing 8,000-plus people on a part of the site is a chance to reverse the declining trend in Etobicoke's population and provide opportunities for families of all incomes to live in proximity to the water, thereby strengthening such existing area services as schools;
- an occasion to meet both local and regional waterfront recreational needs and to improve access to the waterfront;
- an appropriate way to increase market opportunities for local merchants on the declining Lakeshore commercial strip;
- an opportunity to enhance Humber College's role as Metro's only waterfront college;
- a chance to retain the historic quadrangle of cottage buildings at the Lakeshore Psychiatric Hospital and restore the local landmark clock tower.

B. Etobicoke Motel Strip

These 60.8 hectares (150 acres) on Etobicoke's waterfront south of Lakeshore Boulevard and the QEW between Park Lawn Road and Palace Pier Court are to be redeveloped. The land includes: 20.3 hectares (50 acres) for redevelopment, including some waterlot areas, the ownership of which is in many hands; there is commercial use, primarily motels.

There are 40.5 hectares (100 acres) of landfill park owned by the MTRCA and known as Humber Bay Park. The older, more stable industrial area on the north side of Lakeshore Road is dominated by Christie's bakery.


CNR
CNR
PARK LAWN ROAD
Industrial Area
Industrial Area
QEW
LAKESHORE ROAD
Palace Pier
motel strip redevelopment area
PALACE PIER COURT
Grand Harbour
Marina del Rey
Mimico Creek
Humber Bay Park
Lake Ontario

Existing Policies

In 1972, the area was designated as high-density residential, with blocks of commercial and open-space use. An attempt by the City of Etobicoke in 1975 to reduce the residential density was overturned by the Ontario Municipal Board and the provincial Cabinet.

The area was the subject of an Official Plan Amendment (Secondary Plan) to permit mixed use (motels, residential condominiums) and to open up the waterfront by providing for a scenic road by separating the private areas from the public waterfront. This was also the area chosen as the site of the planned Seaquarium.

Issues

A narrow dead-end strip between the water and a major highway is a difficult area in which to create a neighbourhood. The Secondary Plan for the 20.3-hectare (50-acre) redevelopment area provides an opportunity for commercial use (including motels) and reduces the amount of residential use previously permitted. This seriously affects the possibility of achieving the critical population mass necessary to support neighbourhood facilities (e.g., shopping, schools).

The Ministry of Housing objects to the provision in the Plan for only 15 per-cent affordable housing. Etobicoke lakefront residents are concerned about the requirement for additional landfill to meet the goals of the Plan related to public accessibility. They worry about increasing deterioration of water quality, increasing incidence of algae, and problems of sediment entrapment. As at the Lakeshore Psychiatric Hospital site, the cumulative effects of landfill have never been studied in the motel strip area.

The luxury condominiums being developed to the west (Marina del Rey, Grand Harbour) and to the east (Palace Pier) contribute to a feeling that the area is filled with fortresses in isolation. Residents of these developments do not seem to shop locally or use local schools (Palace Pier has only one student among its hundreds of residents).

While there is waterfront public open space at the rear of Palace Pier, it is not seen or used as such: many Etobicoke residents regard the area as the private preserve of the condo residents. Concern has also been expressed about maintaining waterfront views, in particular the eastward panorama of the downtown Toronto skyline.

Opportunities/Recommendations

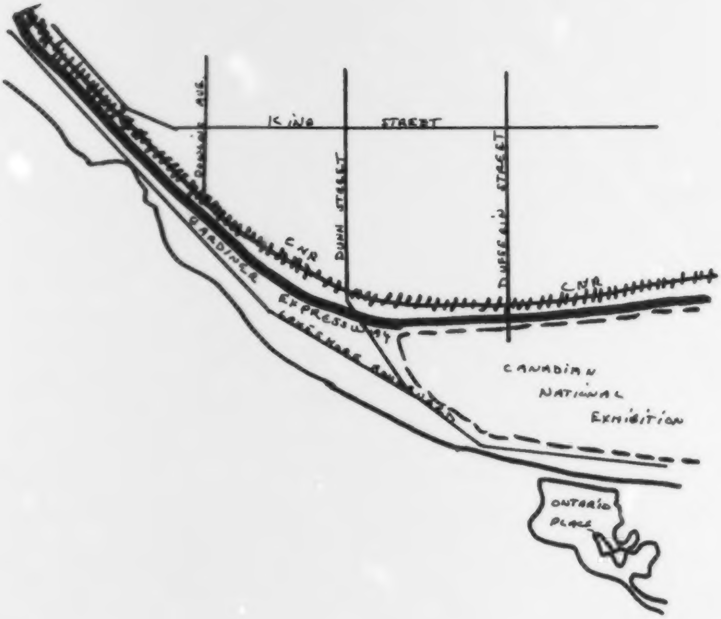
Physically, the area is a strip sandwiched between the Queen Elizabeth Way, Lakeshore Road, a large industrial area, and the water. The nature of development already approved (Palace Pier, Marina del Rey, Grand Harbour) and of that likely to develop (more luxury condominiums) seriously undermines the opportunity to create a true neighbourhood with family housing. The redevelopment area (20.3 hectares[50 acres]) could produce 5,000 high-density units for a population of 10,500, and opportunities as well for enhanced public access to the water, local and regional recreational amenities, and waterfront attractions that are not huddled together in the downtown Toronto area — for example, the Seaquarium.

C. Parkdale Deck/Exhibition Place

Three factors have contributed to the lack of local parks in South Parkdale; ease of access to the lakefront; a community that developed before the need for public parks was understood; the pattern of development in the area, which was predominantly one of single-family dwellings on large lots that provided ample, privately owned green space. At one time, in fact, the southern portion of Parkdale, including roads between Dowling Avenue and Dufferin Street, continued to the lakefront. Community access survived both construction of the CN railway trench and of Lakeshore Boulevard.

Construction of the Gardiner Expressway in the mid-1950s dramatically altered the Parkdale community's access to the lakefront: although bridges now extend Dowling and Dunn avenues to the waterfront, pedestrian connection is only possible at Jameson Avenue, through a poorly marked route involving an at-grade crossing of westbound Lakeshore Boulevard and use of a grade-separated bridge over the eastbound Lakeshore.

Taken as a whole, the east-west waterfront transportation corridor, which includes the CN railway lines, the Gardiner Expressway, and Lakeshore Boulevard, now effectively cuts off the Parkdale community from access to the waterfront


DOWLING AVE.
KING STREET
DUNN STREET
DUFFERIN STREET
CNR
CNR
GARDINER EXPRESSWAY
LAKESHORE
CANADIAN NATIONAL EXHIBITION
ONTARIO PLACE

parks system and its facilities. The topography between Dowling Avenue and Dufferin Street is ideal for development over the Gardiner Expressway and CN railway line that would re-establish links to the waterfront. At that location, both are depressed in a ravine running between the escarpment and the rise of land along the waterfront.

Existing Policies

The concept of decking over the Gardiner and railway line to extend Parkdale's urban fabric to the waterfront parks has been analysed in various studies and was once the subject of an engineering feasibility study; proposals covered anywhere from 17 hectares (42 acres), including a portion of the Exhibition site, to approximately 5.7 hectares (14 acres net) of new development space, excluding opportunities within the Exhibition site. The general conclusion of all studies is that the concept is technically possible but requires closer examination of financial feasibility and integrated planning for the area.

Issues

Decking over the Gardiner and CN railway line offers a number of strategic advantages:

1. The land to be decked is substantially in public ownership, reducing the cost of overall development.
2. The proposal would rid the area of both visual blight and the barrier effect of the Gardiner and CN line.
3. It would make better use of the large amount of low-quality open space between the Gardiner Expressway and Lakeshore Boulevard and at associated interchanges.
4. The proposal would re-establish pedestrian and road linkages between the Parkdale community and the waterfront parks system, offering substantially improved access to the waterfront parks, including such facilities as the Palais Royale, the Argonaut Rowing Club, Sunnyside Pool, etc., and increased regional and community use.
5. The project would provide considerable space for new residential development, including a substantial proportion of non-profit housing.

As with all land-use decisions, the decking option would have external effects on adjoining lands and neighbourhoods. Two of these effects are worth considering. First, there are certain negatives: decking the Gardiner to provide housing and better lake access would increase land values in South Parkdale and lead to a reduction in the affordable component of private-market housing as market prices and rents rose. The increases would be the inevitable result of deconverting, renovating, and gentrifying ownership stock, and renovating and selling apartment stock.

Residential development over and south of the Gardiner could avoid these consequences if it provided for a minimum of 50 per cent of residential units and 50 per cent of gross floor area to be non-profit housing.

There would be positive consequences as well: the land value and development potential of the currently under-utilized western portion of Exhibition Place, comprising approximately 10.5 hectares (26 acres) bounded by Dufferin Street, Lakeshore Boulevard and the Gardiner, would be increased by decking. There would be other beneficial effects on the adjoining residential neighbourhood through the improved north-south and east-west links across the deck, and increased access to the lakefront. The western portion of Exhibition Place should, therefore, be included in all decking-related proposals.

Opportunities/Recommendations

The convergence of a number of factors now offers a significant opportunity to thoroughly investigate the options for the South Parkdale/Western Exhibition Place area, including decking the Gardiner. Among these factors:

- Metro and City roads departments are currently undertaking technical studies on replacing the Parkdale bridges, and there is potential for such improvements as part of the decking option.
- The Task Force on the Gardiner/Lakeshore Corridor, in a report dated September 1988, recommended that "... the concept [of residential development over and south of the Gardiner Expressway] should be pursued" and "co-ordinated with future plans for the CNE".

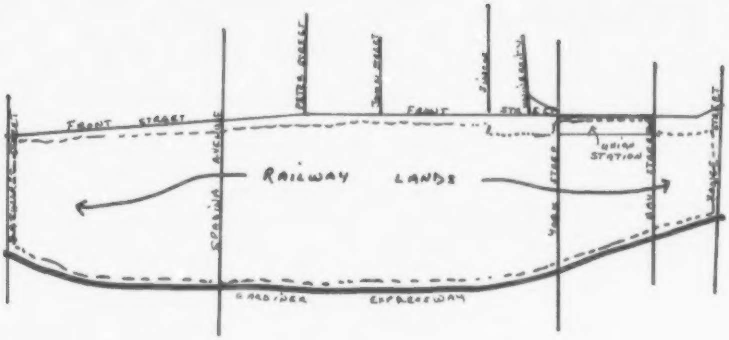
- The CNE's Board of Governors is currently making decisions regarding redevelopment of Exhibition Place, in part as a response to construction of the Dome Stadium.
- A recent City of Toronto Planning Department study prepared for the Mayor's Office explored the future of Exhibition Place and identified housing development opportunities at the west end of the Exhibition Grounds.
- Preliminary discussions with community representatives from South Parkdale indicate initial support for decking, with a relatively high component of non-profit housing on the site.
- The proposal could be a major component of proposals by the City and Metro for the 1996 Olympics and the World Fair 2000.

The Work Group makes the following recommendations:

1. that the Province of Ontario, Metropolitan Toronto, and the City of Toronto undertake co-ordinated engineering, traffic, planning, and financial feasibility studies to assess options for extending the South Parkdale neighbourhood to the waterfront parks, that such studies include decking the Gardiner, and that the results of these studies be added to the Part II Plan for South Parkdale;
2. that the western portion of the CNE, comprising approximately 10.5 hectares (26 acres) west of Dufferin Street, be included in all such studies and special consideration be given to retaining historic buildings on that site;
3. that, if development proceeds on those lands, a minimum non-profit housing target be established of 50 per cent of residential units and 50 per cent of gross floor area.

The decking option provides an ideal opportunity for developing medium-density housing with a substantial family housing component within five to ten years. Depending on the total area to be developed for housing, the site could accommodate between 600 and 1,900 units and provide housing for a population of 1,600 to 5,000 people.

D. The Railway Lands


BATHURST STREET
FRONT STREET
SPADINA AVENUE
PETER STREET
JOHN STREET
FRONT
SIMCOE
UNIVERSITY
STREET
UNION STATION
YORK STREET
BAY STREET
YONGE STREET
RAILWAY LANDS
GARDINER EXPRESSWAY

The 81-hectare (200-acre) site is bounded by Front Street on the north, the Gardiner Expressway on the south, and Yonge and Bathurst streets east and west; various parcels of the land are currently owned by the Toronto Harbour Commissioners, which has leased it for the long term to Marathon Realty, and by the CPR, Canada Post, CN, Toronto Terminal Railways (TTR), the City of Toronto, and Metro Toronto. The railway yards are virtually gone now, leaving only Union Station and the main rail corridor to the north, which is owned by TTR, and the freight bypass to the south, which is going to be consolidated with it.

A new land-use plan was agreed on by the City and the railways and was approved by the Ontario Municipal Board in September 1986. It establishes substantial commercial and residential development rights for the landowners — CN in the western half, CPR (on land leased from the THC) and Canada Post on the east — a streets plan; a park plan; and an implementation agreement with cost-sharing formula with the City of Toronto for infrastructure and land exchanges. Phase I of this plan included approval for the SkyDome, now under construction, and adjacent commercial land for CN with the required infrastructure. The plan provides for approximately 9,000 dwelling units which, with an occupancy of 1.6 persons per unit, would meaning housing for some 15,000 people.

The Province, the City of Toronto, and the railways have agreed to upgrade rail and terminal facilities; to the west, development based on the Convention Centre has been approved by the City.

Existing Policies

An official plan, zoning, land exchange agreements, and infrastructure agreements are in place (approved by the Ontario Municipal Board). Significant commercial and residential densities have been created on these lands, including:

- Spadina Sub Centre (CN) is 320,000 square metres non-residential space and 2,400 residential units.
- Bathurst Neighbourhood (CN) is 2,600 residential units plus some commercial.
- There will be 190,000 square metres of commercial space on Front Street.
- South Downtown will cover 106,000 square metres of commercial space, with 950 residential units.
- The financial district has 725,000 square metres non-residential and 3,000 residential units.

The zoning by-law designates most precincts with an H prefix, which means certain studies and assurances must be in place before the City is prepared to remove the Hold designation and allow development to proceed.

Canada Post has issued a Proposal Call for the development and/or disposition of its 1.6-hectare (four-acre) site at 40 Bay Street, south of Union Station and north of the Gardiner. Current zoning would permit construction of as much as 166,000 square metres of commercial and 58,100 square metres of residential space.

Issues

The developers of the Railway Lands are sensitive to the need to create links between their properties and the waterfront. However, buildings may be planned as though the elevated expressway will always be there. What happens if the Gardiner, at some point, comes down?

In turn, the road, pedestrian, park, open space, and other links to Harbourfront will be affected by the debate and final decision on a new Harbourfront plan. The City will remove the Hold designation on Railway Lands only when certain issues are resolved; presumably including satisfactory linkages between the Railway Lands development and Harbourfront and an overall transportation plan.

The June 1989 opening of the SkyDome may have a significant impact on public perception of the surrounding land with respect to traffic, available land, and transit, including the Harbourfront LRT.

Concern has been expressed about concentrating all non-profit housing at the western end of the development, in the Bathurst Street Neighbourhood. Permitted densities in that area are approximately twice those of the St. Lawrence Neighbourhood and have been a matter of concern to some citizens' groups.

Because of the need for enough residential housing, especially the family units that justify the public and private investment in neighbourhood services and facilities, the timing of development of the Bathurst Street Neighbourhood is a problem for Bathurst Quay residents, immediately south in Harbourfront.

Opportunities/Recommendations

The City review of the Hold order on most zoned land parcels in the area should take into account the following:

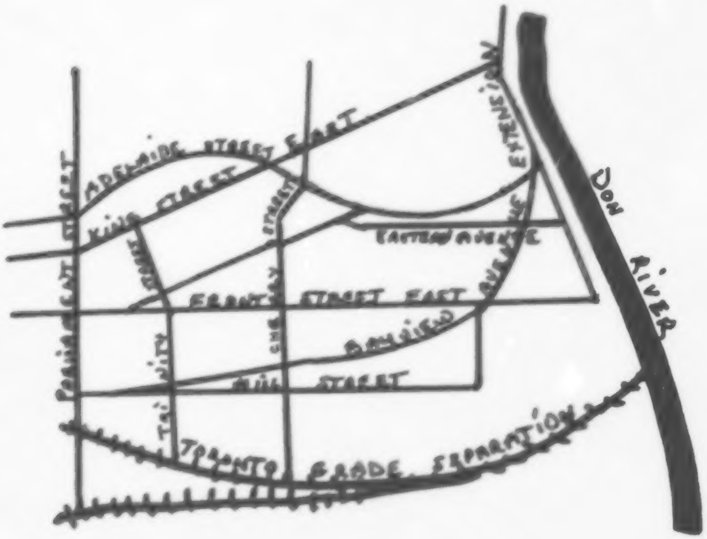
- the effect on site plans and individual building designs of removing the elevated Gardiner;
- the concentration of all affordable housing at the extreme western end, which should be re-examined;
- the high densities permitted in the Bathurst Street Neighbourhood, which should be re-examined in light of the desirability of creating a neighbourhood suitable for families;
- the timing of the Bathurst Street Neighbourhood, which should be advanced considerably in order to obtain affordable housing sooner and create the critical mass needed to create neighbourhood services and facilities;
- the links with Harbourfront lands.

E. East St. Lawrence Square

St. Lawrence Square, which was announced in July 1988, is a joint initiative by the City of Toronto and the Province of Ontario to acquire 27 hectares (66 acres) of under-utilized downtown industrial land for residential redevelopment. The site is an irregularly shaped parcel of land immediately east of the City's St. Lawrence Neighbourhood, and is bounded by the railway corridor on the south, Bayview Avenue and the Don River on the east, King Street East and Eastern Avenue on the north and Parliament and Cherry streets to the west.

One hundred years ago, the area was residential but, by the end of the 19th century, expansion of the railways had led to an increase of industry and warehouses that had displaced the residential community. Today, it is a declining industrial area used for a variety of purposes, but dominated by old railyards and warehousing. The manufacturing base is weak and much of the land is under-utilized.

The area has the 5.1-hectare (12.5-acre) Gooderham and Worts distillery, with its historic buildings, the majority of which were constructed between 1859 and 1895, while others date


ADELAIDE STREET EAST
KING STREET
PARLIAMENT STREET
STREET
EASTERN AVENUE
FRONT STREET EAST
CHERRY STREET
TRINITY
MILL STREET
BAYVIEW AVENUE EXTENSION
DON RIVER
TORONTO GRADE SEPARATION

back to the early 20th century. If there is any measure of the amount of landfill that has altered the City shore, it is at the Gooderham and Worts site, which was once waterfront property.

Existing Policies

The St. Lawrence Square land assembly builds on the City's past successes of creating successful neighbourhoods by assembling land for public use and in order to develop non-profit housing — for example, in the St. Lawrence and Frankel-Lambert neighbourhoods — and reinforces existing provincial and municipal policies, including the Province's goal of doubling non-profit housing production in the next three years, and the City's Central Area Plan, which supports community diversity throughout Toronto.

In order to minimize business disruption, the City has undertaken to relocate as many firms as possible over a reasonable time, perhaps to such areas as the Port Industrial Area, which is expanding by accommodating general and light industry.

Development objectives for the St. Lawrence Square Neighbourhood include:

- promoting diversity of population and household types by offering a wide variety of tenure choices, a multiplicity of builders, diverse housing forms and densities, and
- creating a neighbourhood that will accommodate between 6,000 and 7,000 units, to house an eventual population of 12,000 people, and to contain a full range of local services.

The goals of the development program include setting aside 60 per cent of new housing as affordable and a minimum of 35 per cent for assisted housing, and improving the existing environment to ensure that it is compatible with residential use.

Issues

The full costs of acquiring and servicing the site, building on floodplain land, and reclaiming the soil so that it is of acceptable quality for residential use, are not yet known. In part, the final price will be determined by expropriation proceedings that have already begun.

The environmental clean-up of the site could be of benefit to adjoining neighbourhoods and the public at large. However, if the cost is to be borne internally, it will mean high development costs per unit and/or the need for higher densities to recover costs.

The land assembly involves negotiating the purchase of surplus lands from two railways, the privately owned CP and the publicly owned CN (which is a corporation of the federal government); it remains to be seen whether CN will negotiate a reasonable price based on the broader public interest.

The overall proposed density for the assembly ranges from 37 to 43 units per hectare (91 to 106 units per acre), which is 14 to 32 per cent higher than that of the adjoining St. Lawrence Neighbourhood, and raises the question of what types of units will be available for families and what proportion of the whole they will represent.

Access from the St. Lawrence Square Neighbourhood south to the waterfront, and links with future residential development in the East Bayfront area, are not addressed in the concept plans for the neighbourhood.

The area to be assembled offers some potential for limited mixed-use industrial/commercial development, including retaining some existing uses within the land assembly.

Opportunities/Recommendations

There is an opportunity to provide a steady supply of land and create a major new mixed income neighbourhood that has indirect access to the waterfront. It is also an opportunity to recover the west bank of the Don River as a major urban open space and to establish open space links with existing residential areas to the north and west.

The population of the two contiguous neighbourhoods would provide the critical mass needed to support a variety of commercial/retail functions serving both of them.

Finally, it is an important opportunity to improve environmental conditions both for future residents and for those in surrounding neighbourhoods.

We recommend that:

1. unit targets be established for various client types (families, seniors, single adults, and those with special needs), and there should be other targets for affordable and non-profit housing components in the development;
2. southward links and indirect access to the waterfront be incorporated in future plans for the neighbourhood.

The site development as proposed is high-density and would provide for 6,000 to 7,000 units and an eventual population of 12,000 people.

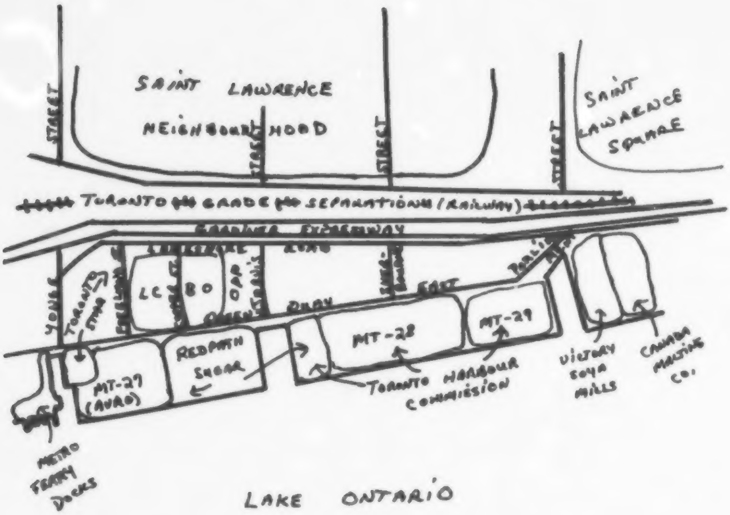
F. East Bayfront

The boundaries of the East Bayfront, according to the City's planning districts, are: on the north side Lakeshore Boulevard, the water's edge on the south side, running from Redpath Sugar on the west to the foot of Parliament Street on the east.

East Bayfront comprises approximately 36.5 hectares (90 acres) although, if Marine Terminal 27 (MT 27) and the Toronto Star site on the east side of Yonge Street at Queen's Quay are included, the total becomes 43.8 hectares (108 acres). In the past, the area has been primarily industrial, attracting especially those firms that required shipping and/or rail access; today, shipping and rail activity linked to industries in the East Bayfront is minimal. A number of sites in the East Bayfront are under-utilized and a number of lots are vacant.

A number of private-sector owners are examining redevelopment possibilities, as are the owners of the two large public holdings in the area: the landowner of the MT 27 site and the owners of the Toronto Star site immediately west of East Bayfront. Both have actively reviewed redevelopment of their sites for possible mixed use, including residential.

The public holdings consist of approximately seven hectares (16 acres) owned by the Province of Ontario, currently used by the Liquor Control Board of Ontario and the Ontario Provincial Police, as well as approximately nine hectares (22 acres) owned by the Toronto Harbour Commissioners and designated as Marine Terminals 28 and 29 — a total of 16 hectares (38 acres).


SAINT LAWRENCE NEIGHBOURHOOD
STREET
STREET
STREET
STREET
SAINT LAWRENCE SQUARE
TORONTO GRADE SEPARATION (RAILWAY)
GARDINER EXPRESSWAY
LAKESHORE BLVD
YONGE
TORONTO STAR
LC
BO
OPP
JARVIS
QUEENS QUAY EAST
SHERBOURNE
PARLIAMENT
MT-27 (AVRO)
REDPATH SUGAR
MT-28
MT-29
TORONTO HARBOUR COMMISSION
VICTORY SOYA MILLS
CANADA MALTING CO.
METRO FERRY DOCKS
LAKE ONTARIO

The large industrial holdings are Redpath Sugar at the western end of the East Bayfront, and Victory Soya Mills and Canada Malting, which lie just outside the boundary, at Lakeshore Boulevard and Parliament Street/Queen's Quay.

There are more than 1,300 condo units under construction just west of the area, in addition to the Harbour Castle Hotel and the units at Harbour Square.

Existing Policy

The City planning department was originally interested in designating the East Bayfront as a mixed-use area, with light industrial, non-office commercial (restaurants, banks, credit unions, shops, medical offices, etc.) and residential, as well as increased recreational activity at the water's edge. Part way through the planning process there were strong objections from local industries and, in response, the decision was made to retain the industrial character of the area and zone it exclusively for industry.

In 1988, City Council approved draft amendments to the Official Plan and zoning by-law for the Central Waterfront, as a result of which the entire East Bayfront is zoned for restricted industrial use at three times coverage. The stated intention is to expand industrial uses in the East Bayfront as well as in the neighbouring industrial areas to the east, while somehow obtaining some water's edge access for the public. However, the City's Official Plan has a target for new housing of 50 per cent for assisted (non-profit) downtown and, in the plan that was rejected, a goal of 50 per cent assisted housing in the East Bayfront.

When residential uses were removed from the planning amendments, the Province of Ontario was among those concerned; the Official Plan and zoning by-law amendments are being appealed to the OMB by a number of the landowners, including the province, which is a major landowner with 6.5 hectares (16 acres) in the East Bayfront.

Issues

The East Bayfront is seen by the City as symbolic of the need to hold the line against residential uses encroaching on industrial uses further east, with an accompanying upward pressure on land values. There are concerns that residential and other mixed uses would be incompatible with operations of such existing industries as Redpath Sugar.

It is unclear how the City could achieve its stated goal of increasing waterfront access in the East Bayfront, particularly for residents in St. Lawrence and the vicinity, if the whole area is restricted to industrial use. The large amount of publicly owned land and the under-utilization of existing sites will continue to create pressure to use the best planning principles to develop the area in order to achieve a variety of public objectives on the waterfront.

Other than at the western end of Harbourfront, the assisted housing target is not being met anywhere in the central waterfront area because various available sites were deemed too valuable or too inhospitable for assisted housing. If the East Bayfront is eliminated as a potential site for residential uses, the result will be an almost total absence of assisted housing on Toronto's Central Waterfront, and it may doom the likelihood of ever achieving the critical mass of residential units required for good public transit, shopping, and other services for the present residents elsewhere in the Central Waterfront.

Much of what is now privately owned in that area was once the property of the Toronto Harbour Commissioners, and there are good reasons to retain the remaining public lands in public ownership; such strategically located waterfront property, after all, should be used for the public good and to reverse the current trend in which there is a loss of public control of the waterfront that belongs to all people, not just to those with enough money to buy luxury properties.

Opportunities/Recommendations

East Bayfront provides a good opportunity for a new mixed-use waterfront neighbourhood, and is too strategically located to be relegated to industrial use only.

Combining East Bayfront with MT 27 and the Toronto Star site would result in a 44-hectare (108-acre) property, at least two-thirds of which should be allocated for residential and ancillary uses at medium/high densities. The result would be a community of approximately 6,000 units and a population of about 12,600 people.

None of the current industrial users need to be relocated (Redpath's operation is very modern and not a noxious one), and the approximately 405 hectares (1,000 acres) of industrial land in the Port Industrial Area to the east provide a better opportunity for relocating or consolidating industry.

This is an area waiting for redevelopment. Much of it is public land and offers a worthwhile opportunity to restore faith in Toronto's waterfront by designing buildings that are on a modest scale, maintain views of the water, and ensure that the waterfront is genuinely a place for anyone to live, work, shop, and play.

Residential uses would give new meaning to the waterfront as a welcome environment for the public and, in particular, would link residents of the St. Lawrence area and those who work in the financial district to the water's edge. It would generate the critical mass needed to extend public transit along Queen's Quay, and to provide shopping and other services for residents of buildings in the Central Waterfront. It would allow the City to meet its assisted housing targets, not just on publicly owned land, but, by utilizing the new Ontario Affordable Housing Policy, on private sites as well.

Lots at the water's edge could be used as a terminal for a water-bus service, linking East Bayfront with other places on the waterfront and with the Toronto Islands community.

We recommend that the East Bayfront be developed as a residential, transportation, shopping, and recreation node for the residents and workers of the waterfront and the island communities, and in a way that will draw members of the public to the water's edge.

East Bayfront could be the key to creating a neighbourhood on Toronto's downtown waterfront, with a large enough population to justify the accompanying public investment in schools, recreation, and other amenities not now available to meet existing local needs on the waterfront.

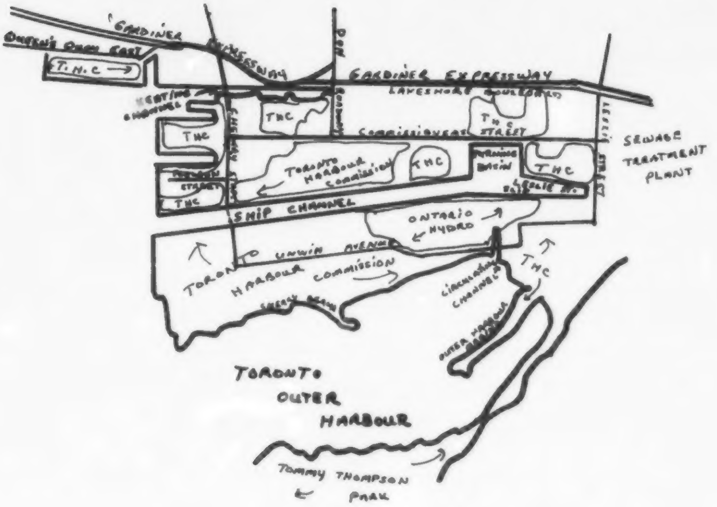
G. Port Industrial Area

The Port Industrial Area consists of approximately 405-486 hectares (1,000-1,200 acres) of landfill south of the Gardiner/Lakeshore Corridor, but excluding the Leslie Street Spit. Originally a swamp at the mouth of the Don River, the area was transformed by landfilling after the creation of the Toronto Harbour Commissioners.

The 1912 Act establishing the THC was a direct result of a municipal referendum in 1910 when Toronto's citizens asked the federal government to help create a new port and land for port-related industries. With the creation of the Commission, a new waterfront plan covering the area from Ashbridge's Bay to the Humber River was established and major landfilling began.

The new plan provided for a ship channel with water access to the middle of a large land area at the mouth of the Don River. In the 1950s, major new marine terminals were constructed and plans were made to expand and relocate the port functions on the north share, and create the Leslie Street Spit from landfill in the Outer Harbour. That goal of a major port remained unrealized and the north shore decayed into a no-man's land of short-term leases for recreation-related businesses.

The Port area comprises three areas: the Western Port west of Cherry Street; the North Port, from the ship channel to Lakeshore Boulevard; and the Southern port, from the ship channel south to the lake.


GARDINER EXPRESSWAY
QUEEN'S QUAY EAST
T.H.C →
DON
GARDINER EXPRESSWAY
LAKESHORE BOULEVARD
KEATING CHANNEL
THC
CHERRY
THC
COMMISSIONERS STREET
THC STREET
TORONTO HARBOUR COMMISSION
THC
TURNING BASIN
THC
LESLIE ST.
SEWAGE TREATMENT PLANT
POLSON STREET
THC
SHIP CHANNEL
ONTARIO HYDRO
UNWIN AVENUE
TORONTO HARBOUR COMMISSION
CHERRY BEACH
CIRCULATION CHANNEL
THC
OUTER HARBOUR MARINA
TORONTO OUTER HARBOUR
TOMMY THOMPSON PARK

Approximately three-quarters of the land in the Port Industrial Area is owned by the Toronto Harbour Commissioners or the Government of Ontario; a significant amount of it is currently vacant or being used for storage.

Existing Policies

For more than 60 years, the 1912 scheme was the basic plan for developing the Port area; in 1982, the City Planning and Development Department presented its waterfront proposals and in 1984 a document, *Central Waterfront Plan Final Recommendations,* was produced following public consultation. Adopted by the City of Toronto in 1988 as By-Law No. 529-88, it calls for the Port Industrial Area to be strengthened as a waterfront industrial area with a wide range of industrial and port activities, recreational uses, open space, and public access to the water's edge, as well as some retail activities on designated streets.

Also in 1988, the Toronto Harbour Commissioners offered a new concept for the Port Industrial Area, based on slightly shifting the concentration of port facilities, and using the balance of land for industrial, commercial, and open space activities.

In the previous year, however, a report to the federal Treasury Board on land management in the Toronto area concluded that "the port functions are relatively minimal and will be for the foreseeable future".

Issues

There are major outstanding issues in this area that must be acknowledged and resolved. First, the Port's future, the extent of activities there and the ability of the ship channel to accommodate today's larger vessels must be addressed.

Second, the future of the Toronto Harbour Commissioners, its jurisdiction over planning matters, and the overall question of accountability to the federal government must be settled. That is particularly crucial because of the issue of the Commissioners' right to sell or lease its extensive land holdings.

The industrial policies of the City and Metro in respect of the large land area in the Port Industrial Area must be examined, in order to define exactly how much land is actually needed for industrial purposes.

The environment must be a factor in decisions on cleaning up some sites in the area, as well as ensuring that future industries do not add to the contamination of soil, water or air.

Current and future recreational needs along the north shore of the Outer Harbour, including the possibility of linking Cherry Beach and the Leslie Street Spit, should be examined. The matter of inadequate services such as roads, sewers, and water lines should be addressed. In considering the future of the mouth of the Don River, silting and possible flooding of the River should be taken into account.

The provincial and municipal governments should assess the future of the Hearn Generating Station and the City steam heat plant.

Opportunities/Recommendations

The Port Industrial Area offers the largest and most significant opportunity on the entire waterfront to shift to new uses and new perceptions about its nature and role in the life of Toronto and the entire region.

Many uses could be accommodated in the area, which covers approximately 486 hectares (1,200 acres); for example, 203 hectares (500 acres) could be designated for industrial use; 162 hectares (400 acres) for residential and ancillary uses; 81 hectares (200 acres) for open space; and 40.5 hectares (100 acres) for regional attractions.

The 162 hectares (400 acres) of residential area would produce a community the size of a small town, enough to support a full range of community services and neighbourhood facilities and amenities.

At a density of 12 units per hectare (30 units per acre) (gross), this new community could accommodate 12,000 units and, if it had a strong family component, could house 36,000 people.

The regional attractions, as well as some commercial and light industry, could be combined in a mixed use area similar to Granville Island in Vancouver. The Port functions and commercial and light industrial uses would foster and complement the various marina and small boat uses that should be an integral part of a redeveloped Port area.

Even the possibility of either the 1996 Olympics and/or the World Fair 2000 should encourage use of the Port Industrial Area in the fashion suggested in this Report.

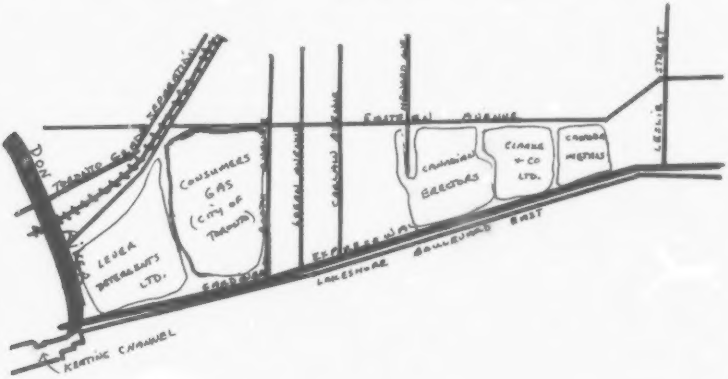
In summary, the 486 hectares (1,200 acres) of Toronto Harbour land, held primarily in public hands, is simply too large and valuable a public and natural waterfront resource to be ignored or redeveloped as a purely industrial area.

H. South of Eastern Avenue

The site of approximately 41 hectares (100 acres) runs from the Don River on the west to Leslie Street on the east, and from Eastern Avenue south to the Gardiner/Lakeshore Corridor. To the north of Eastern is a low-rise, predominantly low- to medium-income residential neighbourhood and, to the south the large Port Industrial Area. On the north side is the heavily travelled Queen Street streetcar line with direct access to downtown. A major rail corridor (TTR) cuts off the northwest corner of the site from the city and a 6.1-hectare (15 -acre) railway sorting yard does the same to the southwest.

Major landowners in the area are Lever Brothers, with 10.1 hectares (25 acres); Consumers Gas, which is owned by the City and has 14.2 hectares (35 acres); Canada Erector's 4.9 hectares (12 acres); the 4.1 hectares (10 acres) belonging to A.R. Clark Tanneries; and, at the eastern end, 3.2 hectares (8 acres) owned by Canada Metal Refiners.

This neighbourhood and other adjacent areas, including the residential neighbourhood of South Riverdale to the north, may be affected by industrial pollution, which has led to soil removal and lead-monitoring programs in recent years.


DON
TORONTO GRADE SEPARATION
LEVER DETERGENTS LTD.
CONSUMERS GAS (CITY OF TORONTO)
EASTERN AVENUE
CANADIAN ERECTORS
CLARKE + CO LTD.
CANADA METALS
LESLIE STREET
EXPRESSWAY
LAKESHORE BOULEVARD EAST
KEATING CHANNEL

Existing Policies

The City of Toronto's Official Plan sets out as an industrial goal encouraging industry in appropriate areas and ensuring that sufficient land is available in the City to accommodate new and relocated industrial operations suited to a City location.

The South of Eastern area of South Riverdale has various industrial zoning districts, ranging from General Industrial to mixed Industrial/Residential. The Part II plan approved in 1982 protects residential pockets but otherwise assumes the balance of the area will remain industrial.

Issues

The City's industrial policy is the dominant issue to be considered when attempting to create substantial amounts of new housing south of Eastern Avenue. Many area industries have been identified as heavy polluters and there may well be a strong political interest in encouraging them to relocate.

A number of neighbourhood groups have been active in recent years, working to settle major pollution problems; these groups include a volunteer group that, in concert with the South Riverdale Community Health Centre clinic, has created pollution and hazards maps of the area, which identifies pollution sources for both residents and industrial employees.

Other long-term potential shifts in the area include possible environmental and scenic upgrading of the Don River and relocation and/or realignment of the Gardiner Expressway.

Proximity to the Port Industrial Area to the south, and the future of the Port itself, will also have a significant bearing on these lands.

While traditionally an area of relatively inexpensive housing, this part of South Riverdale is not immune to the upward pressure on the real estate market; present residents are concerned about the loss of affordable housing stock.

There appears to be some interest for residential uses, particularly on the northern boundaries of the site: three non-profit groups currently are pursuing opportunities for housing in the Eastern Avenue area.

Opportunities/Recommendations

Approximately two-thirds of this area is suitable for residential uses; if 24.3 hectares (60 acres) were developed at low to medium densities, there would be about 2,000 new units and housing for 5,000 people in housing similar to that already in the neighbourhood and suitable for families. Shifting the focus to housing would depend on a major environmental clean-up.

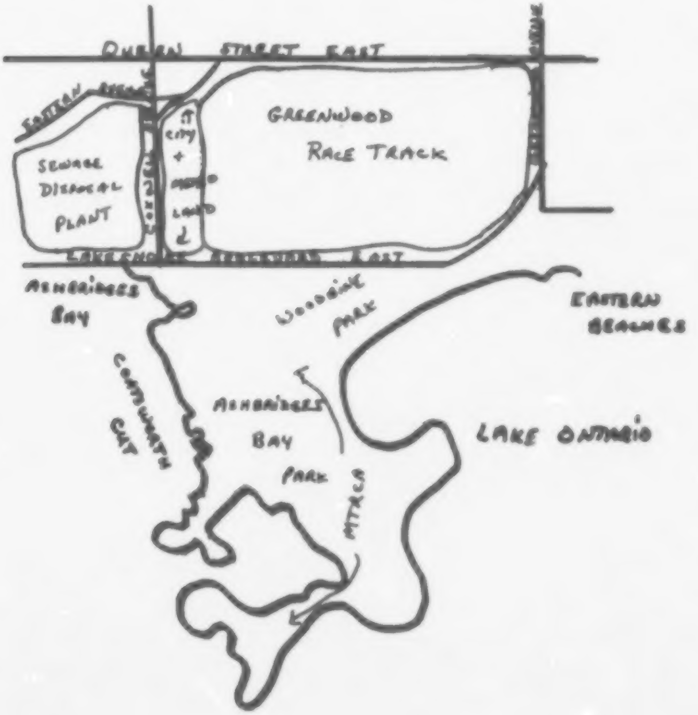
The Lakeshore corridor south of this area would be best used for industry and mixed development, with residential units concentrated near Eastern Avenue.

I. Greenwood/Ashbridge's Bay

A new neighbourhood could be created in this area which is bounded by Coxwell Avenue on the west, and Woodbine Avenue on the east, from Queen Street south to the water's edge. The entire north side of Lakeshore Boulevard is occupied by the Greenwood Racetrack and its surface parking area.

This site is approximately 32.4 hectares (80 acres), divided between the racetrack lot of 26.3 hectares (65 acres) owned by the Jockey Club, and surface parking on Coxwell Avenue, which is owned in two parcels by the City and Metro.

On the south side of Lakeshore Boulevard, slightly west of the Racetrack, is Ashbridge's Bay, a sewage treatment plant that has a large amount of open space on the west and Ashbridge's Bay Park (approximately 40.5 hectares or 100 acres), which is due south.


QUEEN STREET EAST
GREENWOOD
RACE TRACK
SEWAGE
DISPOSAL
PLANT
CITY
+
METRO
LAND
LAKESHORE BOULEVARD EAST
ASHBRIDGES
BAY
WOODBINE
PARK
EASTERN
BEACHES
COATSWORTH
CUT
ASHBRIDGES
BAY
PARK
LAKE ONTARIO
MTRCA

East of the site is one of the Beach residential areas; the Queen Street retail strip and another residential area are to the north, while, to the west, there are a number of institutional or warehousing sites, most publicly owned; immediately west on Coxwell is the sewage treatment plant's pumping station, surrounded by considerable landscaped open space.

Existing Policies

The Greenwood Racetrack is an accepted fact of life in this part of Toronto, and the Ontario Jockey Club has no formal plans to move, despite complaints from nearby residents, nor is the City expected to ask them to do so.

The recently released *Gardiner/Lakeshore Task Force Study* recommends that the City consider developing the publicly owned parking lot facing Coxwell Avenue, on the basis that the lot would be replaced by a parking structure overlooking the Racetrack and would free up the balance of the public site for housing.

The Official Plan designates this site as open space but, because it borders hundreds of acres of open space on the Beach, it does not have to be retained as open space. The Gardiner/ Lakeshore Study recommends enhancing pedestrian walkways across Eastern Avenue and Lakeshore Boulevard to encourage more use of Ashbridge's Bay Park and strengthen links to the water's edge and the Eastern Beach from the residential areas north and west of the Racetrack.

Issues

Residents in the surrounding areas have suffered from traffic congestion, noise, acts of petty vandalism, and the lack of suitable parking because of use of the Racetrack, the nearby beaches and parks, and the increasing use of Queen Street as a regional restaurant and shopping destination. Moreover, tougher parking rules on Queen Street, stringently applied, send more drivers looking for alternate parking places because parts of Queen east of Woodbine have been designated as tow-away zones, and cars are being hauled away, even at off-peak hours.

The Beach area is in great demand as a residential neighbourhood and property values in its low-rise stock escalate constantly; the relatively affordable housing once available in the area has now virtually disappeared.

Opportunities/Recommendations

The opportunity to open up a 41-hectare (80-acre) site in a highly desirable residential area is rare in the City of Toronto, and this chance to add new housing, including a significant portion of non-profit housing (especially for families), should be seized. A new neighbourhood of low-rise buildings could be planned; a mixture of densities would produce approximately 3,000 units housing about 8,000 people. Views to the lake and the relationship of the site to the landscaped open space at the pumping station and to Ashbridge's Bay Park should be considered so that any design is compatible with the existing neighbourhood.

A neighbourhood services infrastructure is largely in place nearby in the Beach, which makes Greenwood/Ashbridge's Bay a good setting for new housing, while the size of the site is sufficient to allow for any new facilities if they were needed.

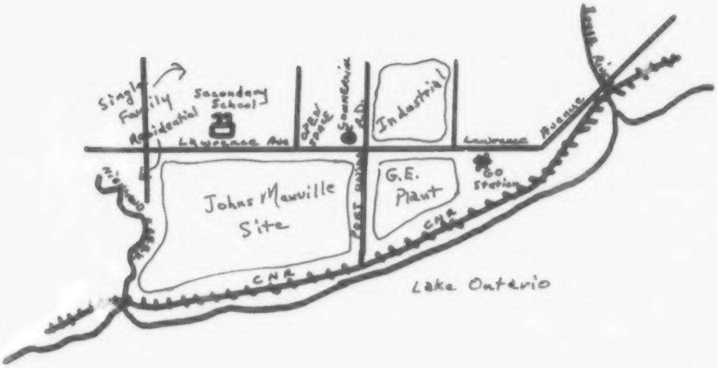
Ashbridge's Bay would be a good water-bus destination, providing public access to the lengthy eastern beaches park area and alternate transportation for area residents travelling to the downtown Toronto waterfront.

The parking and traffic concerns of local residents with regard to the eastern beaches park system could be allayed by using a part of the Racetrack site for parking. The new neighbourhood would help to create a friendlier link to the water's edge for the residents north and west of the Racetrack.

J. Port Union

There are 51 hectares (125 acres) available for development and redevelopment at historic Port Union, including the large Johns-Manville and Canadian General Electric industrial holdings on the waterfront.

Current planning designations are predominantly industrial with open space, surrounded by low-density residential uses. The CNR track is a major barrier to waterfront access, but


Single Family Residential
Secondary School
Lawrence Ave
Open Space
Industrial
Lawrence Avenue
Johns Manville Site
Port Union
G.E. Plant
GO Station
CNR
CNR
Lake Ontario

there is excellent transportation: the Port Union GO station; connections to highways 401 and 2, as well as the potential of a water bus to service neighbourhood retail and tourist facilities.

Moreover, Port Union is close to Highland Creek and to junior, senior, and secondary schools.

Existing Policies

Scarborough Council wants to maintain the area's assessment and employment base and the Official Plan strongly supports retaining industrial land. The local neighbourhood, however, is in favour of parks and open space and would like to keep industrial use in industrial parks rather than as part of mixed-use development. Two community associations have formed the Centennial and West Rouge Waterfront Committee (WRWC), which has developed criteria for evaluating waterfront development. There is private-sector interest in residential redevelopment. However, Council traditionally will not make changes to the Official Plan unless there is an application to do so; each proposal is judged separately on its merits.

Issues

Waterfront planning appears to be largely absent, perhaps because of the physical barrier of the Bluffs, the sensitivity of the wetlands, and the general history of the area. Although a comprehensive practical planning approach is needed, Scarborough Council favours dealing on a site-by-site basis.

Pollution of the soil from asbestos and other products, and water seepage, are major problems. Costly remedial steps have been initiated by Johns-Mansville and the MTRCA.

Surrounding single family owners take the "not in my backyard" approach to non-profit housing and there is a general lack of understanding of social and affordable housing. Access to water across a well-used CN track is difficult but the area is weak in industry, with only indirect transportation links. Extensions to the service infrastructure are required.

Opportunities/Recommendations

This is an excellent location for a new mixed-use neighbourhood with a potentially major transportation node: rail, public transit, water, and road. There is also an opportunity to recreate the historic Port atmosphere, installing a marina and tourist facilities at the foot of Port Union Road. It is also a chance to open up the lakefront, establishing pedestrian walkway and bicycle path access from the mouth of the Rouge River to the mouth of Highland Creek and west to East Point Park at the Coronation industrial area. The WRWC criteria/guidelines are a useful contribution to the initiation of planning for these and other facilities.

Port Union is also a good location for an integrated community, more broadly based than the one that now exists, with a mix of low- and medium-density housing, and higher densities and shopping close to the transportation node for a possible population of 13,000 people. The area would also benefit from application of the provincial Affordable Housing Policy, especially for families.

Existing Neighbourhoods

1. Long Branch

Long Branch stretches west from 23rd Street to the Etobicoke/Mississauga boundary at Marie Curtis Park and is characterized by pleasant areas of single-family housing along the waterfront on the east side of the Lakeshore Psychiatric Hospital site. These residential areas are beginning to show signs of gentrification and of the introduction of "monster housing" such as that at Birchcliff-Scarborough, which contributes to privatization of the waterfront at the same time that it blocks any view of the water.

There is a mix of industrial uses and of residential types — from single-family to apartments — north of Lakeshore Boulevard. Like those of Mimico, Etobicoke's waterfront areas have a declining and aging population and, as a result, underutilization of existing schools; all this is reflected in the decline of the commercial strip along Lakeshore Boulevard.

The MTRCA is developing the large Colonel Samuel Smith Park adjacent to the Lakeshore Psychiatric Hospital, while the substantial industrial Goodyear site has been purchased for redevelopment (see "New Neighbourhoods").

Issues

Single-family ratepayer groups favour turning the entire Lakeshore Psychiatric Hospital site into parkland that would be contiguous with Colonel Samuel Smith Park for a total of 53.5 hectares (132 acres). Tenant groups, on the other hand, see a need to increase non-profit housing in the area. Lakeshore residents in general are concerned about the deteriorating water quality of the lake, the increase in algae, and problems of entrapment as the result of lakefill.

Opportunities and Recommendations

With the redevelopment of the Lakeshore Psychiatric/Humber College and Goodyear sites, there is a major opportunity to create a community focus, revitalize the population mix, and provide a variety of housing in this neighbourhood. In addition, other pockets of residential and industrial land at suitable locations could be sites of residential intensification.

As in Mimico, the challenge for Etobicoke in planning Long Branch's future is to preserve its mixed-income character.

Comprehensive efforts by all levels of government are needed to deal with environmental issues such as lakefilling, and water quality.

2. New Toronto

New Toronto is the middle neighbourhood on Etobicoke's waterfront, stretching from the waterfront to the CN tracks on the north, and from Dwight Avenue on the east to 23rd street on the west. Much of the area is made up of single-family communities on the waterfront and a declining commercial strip on Lakeshore Boulevard. Some small attempts at residential intensification are beginning, for example, at the Lakeshore Theatre.

Industrial uses exist, particularly near Brown's Line and the CNR; as in the case of Mimico and Long Branch, the population of the area is aging and declining, with a resultant underutilization of the area's infrastructure.

Much of the waterfront is made up of small land parcels that are privately owned, which restricts continuous public access.

Opportunities/Recommendations

The greatest redevelopment pressure along Etobicoke's waterfront is in Mimico, while New Toronto is just beginning to show signs of gentrification. Sensitive planning could lead to residential intensification with affordable family housing. As is the case in Mimico and Long Branch, intensification in New Toronto will help stabilize the population and revitalize the Lakeshore Boulevard commercial areas.

Now that the McGuiness site in Mimico and the Goodyear site in Long Branch have been sold for redevelopment, it is possible to imagine a similar situation with respect to the larger industrial holdings in the area: e.g., conversion to residential/ commercial uses from industry. This would make it possible to create a mixed residential development for families of varied incomes.

3. Mimico

The easternmost of the three Etobicoke Lakeshore neighbourhoods, Mimico has perhaps the most cottage-like single-family developments along the water. Mimico stretches along the waterfront from roughly the Humber River to Dwight Avenue and includes the Etobicoke motel strip discussed in "New Neighbourhoods".

Mimico's lakefront is among Etobicoke's oldest and traditionally housed lower-income families and workers from the nearby industrial areas developed in the 1800s. The three lakefront communities share problems of a declining and aging population, with resultant under-utilization of existing infrastructure. Most of the Mimico waterfront is privately held, much of it forming the "backyard" of single-family homes, a barrier to continuous public waterfront access. Redevelopment of older low-density housing on Summerhill Avenue as co-operative housing gave public access to the waterfront through a small waterfront park.

Issues

Proposed redevelopment of the motel strip area is a contentious issue because of environmental concerns related to lakefill and its effects. The MTRCA's Humber Bay Park is part of the redevelopment area.

Along Lakeshore Boulevard in Mimico, there is an old apartment strip that traditionally provided housing for people with lower incomes. This strip, protected by Ontario's Rental Housing Protection Act, is now seriously deteriorating. The commercial strip on Lakeshore Boulevard has also been in decline.

The McGuiness plant, which is between Grand Avenue and the Humber River, was recently the subject of a proposal call.

Opportunities/Recommendations

Redevelopment of the motel strip at Mimico Creek, and the building of the Seaquarium, are good reason for establishing a water-bus stop and regional and tourist facilities. Availability of the McGuiness site, which is adjacent to land owned by Metro Toronto, provides a timely opportunity to develop an integrated higher-density residential development available to all income groups.

Redevelopment and intensification of residential areas in suitable locations will help revitalize the Lakeshore commercial strip; redevelopment will also provide opportunities to enhance public access to the water, as happened with the Mimico Co-op.

In its new Official Plan, Etobicoke should decide how to preserve the mixed-income character of its waterfront neighbourhoods. There is a danger that proliferation of luxury condominiums on the water and attendant gentrification will change the varied texture that the area has traditionally exhibited.

4. High Park/Swansea/South Kingsway

All three communities have strong east/west orientations centred on Toronto's largest park, 162-hectare (400-acre) High Park, and on the Humber River valley. The presence of ravines and valleys running toward the lake helped retain these recreational areas because they precluded urban development at the turn of the century. Subsequent development of the east-west waterfront transportation corridor reinforced the orientation of these neighbourhoods by making access to the waterfront parks system more difficult.

At-grade crossings of Lakeshore Boulevard are located at Parkside Drive, Colbourne Lodge Road, Ellis Avenue, and Windermere Avenue. However, both physical and visual access to the waterfront remain constrained by three factors:

- the land corridor, including the Queensway along this stretch;
- the high volume of traffic on Lakeshore Boulevard; and
- narrow underpasses under the embanked CN line and Gardiner Expressway, which run together atop an embankment.

In the South Kingsway area, there are additional constraints because of the Queensway/South Kingsway interchange and the presence of the Stelco plant between the Queensway and the CN railway line. As noted in the *Gardiner/Lakeshore Corridor Study*, "the Humber River Valley is all but severed from Humber Bay by the combined crossings of the Queensway, railway, Gardiner, and Lakeshore" and "at present, the path system [at the mouth of the Humber] awkwardly weaves through expressway ramps and is separated from the river valley."

Opportunities/Recommendations

In order to substantially reduce, although they would not totally eliminate, these problems, we recommend:

1. incorporating the design strategies and recommendations of the Task Force on the Gardiner/Lakeshore Corridor into all planning for these areas (see particularly *The Gardiner/Lakeshore Corridor —A Civic Design Study*; September 1988; pp. 22, 31, 39);
2. considering construction of pedestrian overpasses over Lakeshore Boulevard at the most heavily used intersections;
3. enlarging underpasses under the CN line and the Gardiner, so that visual connection to the waterfront is expanded; pedestrian sidewalks in the underpasses are widened and made more inviting; public transportation is improved to the waterfront parks system during high-use periods and peak use hours with a terminus within or on the immediate edge of the waterfront parks; and development of active and passive public recreation is encouraged along the western beaches, particularly at their western extremity.

5. South Parkdale

The South Parkdale neighbourhood has three distinct problems:

- lack of local parks as the result of historical patterns of urban development;
- lack of access to the waterfront parks system because of the physical and visual barriers of the east/west waterfront transportation corridor, which include the CN railway lines, the Gardiner Expressway, and Lakeshore Boulevard;
- particular lack of active recreation facilities and programs for children and teenagers.

There is fear that gentrification of the neighbourhood will mean a loss of community texture and of housing that is affordable, affecting the existing socio-economic character of the area.

Opportunities/Recommendations

In order to address some of these deficiencies, we recommend:

- establishing better pedestrian, road, and public transportation links between the existing neighbourhood and the waterfront parks system, using such options as decking the Gardiner (see "New Neighbourhoods — South Parkdale/ Western Exhibition Place"), so that the waterfront parks serve both community and regional needs;
- land-intensive recreational use of parts of the Gardiner deck and the western CNE grounds to serve residents of both old and new communities; these might include single-function uses, such as a tot lot/children's playground; such multi-function uses as an outdoor basketball court that doubles as a road hockey area or small skating rink; and multi-purpose indoor space (for example, convert part of the provincial government's O'Keefe building at the CNE for community use);
- recreational planning and programming that actively solicits community input from children and teenagers, as well as from adults, and that addresses community needs;
- reclaiming the traditional pleasures of the lakefront promenade and developing both active and passive recreation the public feels comfortable using;
- setting aside a significant proportion of the Parkdale deck, if it proceeds, as non-profit housing, which will deal to some degree with gentrification in the surrounding community.

6. Harbourfront and Adjacent Areas

The district runs west from York Street to Strachan Avenue and from the Gardiner Expressway south to the lake; it includes all of Harbourfront, as well as Stadium Road. Major properties in adjacent areas are owned by Molsons, Loblaws, and Dylex.

Harbourfront and adjacent areas are covered by the City's Central Waterfront Plan which calls for redevelopment of these lands to create residential and mixed commercial/ residential communities with a variety of household types.

Issues

This district is one of the most critical waterfront areas and has been the subject of a great deal of public discussion in the past several years. A number of issues are involved.

1. About half the Harbourfront site has already been developed by the Harbourfront Corporation. Further work is on hold as the result of an interim control by-law, passed by the City of Toronto, which runs until 30 June 1989. Several proposals for condominium projects were in process when the hold took effect.

   Corporation officials and City staff are discussing the establishment of a revised Development and Urban Design Plan, which will reduce density on the site, increase the amount of parkland, and lay out more detailed plans for the remaining development parcels.

   A mix of housing has been developed on the site, primarily towards the western end, and approximately 4,000 people are now living there. The population could be doubled, and integration and mix of housing types could be improved.

2. Harbourfront is deficient at present in such community services as schools; improvements may have to wait until the western end of the Railway Lands is developed and there is enough population to justify them.

3. The City's interim control by-law and the hold on development has affected Harbourfront Corporation's financial situation, which is at a point that may threaten the Corporation's ability to be self-sufficient. That concerns the Government of Canada, and may soon affect the Corporation's programming capability unless planning issues are resolved.

4. The 730-unit condominium development by Huang and Danzckay at 2-50 Stadium Road, comprising two 14-storey buildings and one nine-storey building, was rejected by City Council in November 1988, and sent back to staff for reconsideration. The developer has appealed to the Ontario Municipal Board.

5. The Dylex property fronts on Lakeshore Drive and on Stadium Road, with an industrial/commercial zoning at the present time. Under the Central Waterfront Plan, all or part of the existing building could be retained with an increased allowable density on the site from 3x to approximately 4.5x the area of the lot.

6. The HMCS York site is occupied by the Department of National Defence; the property comprises 1.2 hectares (3 acres) right on the water, between Metro parkland to the west and Dylex to the east. The possibility of redevelopment of the Dylex property suggests the potential value of the HMCS York site, although this and its current military use should be evaluated in light of the need for public access and open space in the area.

   The HMCS York site should be included in any urban design of the area, and should allow for continuity of public access along the waterfront.

7. The two Loblaws sites, which straddle lower Bathurst Street and are partially under the Gardiner Expressway, were designated a special study area by the City's Land Use Committee in May 1987. They are currently zoned for industrial and commercial uses at a maximum density of 3x the area, of which no more than 1.5x may be used for commerce. The special study is under way, and includes consultations with adjacent landowners.

8. Nearby Molsons has particular concerns about introducing residential or hotel uses to the area. Its property lies between the Gardiner and Lakeshore Boulevard. Both Loblaws and Molsons have filed objections to the Central Waterfront Plan and by-law.

   Loblaws has submitted a rezoning application based on the 7x density allowed before the City enacted the Central Waterfront Plan and by-law. The owner has redistributed the 7x coverage between the two sites, which is considerably in excess of the current zoning and the direction of the special study. The Loblaws proposal is for a mixed-use development that would include hotel, office, commercial uses, and a food store, with one of the two buildings proposed as 24 storeys.

In January 1989, Molsons announced it was closing its Toronto brewery, and the site may soon be ripe for redevelopment. Applying provincial and City housing policies to both the Loblaws and the Molson sites should be encouraged.

Opportunities/Recommendations

A new Development and Urban Design Plan is required, not only for Harbourfront but for the whole West Bayfront, to include and be concurrent with an urban design plan for the Central Bayfront and for the East Bayfront. The major emphasis in the new plan should be on linking Harbourfront and adjacent areas and integrating them with surrounding neighbourhoods; strengthening Harbourfront's relationship to the water; and safeguarding continuous waterfront public access through Harbourfront to the Coronation Park area and beyond through HMCS York. The strategic significance of the large Dylex, Loblaws, and Molson's sites must not be overlooked.

7. Central Bayfront

The Central Bayfront runs from York Street east to Yonge Street and south from the Railway Lands to the waterfront; Harbourfront is located to the west and East Bayfront to the east. Most of this land was created in the 1930s and 1940s by the THC for port and industrial purposes.

The Central Bayfront is now covered by the City's 1988 Central Waterfront Plan and is designated as an area of integrated mixed uses at medium to high density, with provision for assisted housing and adequate community services and facilities, in accordance with the City's stated goals.

However, the Central Bayfront has been under redevelopment at high density since the late 1960s, when first the Toronto Star located there and the Campeau Corporation built what is now the Harbour Castle Westin Hotel on the waterfront Today, the area contains some of the tallest buildings along the entire metropolitan waterfront. Construction is still going on and the World Trade Centre (700 condominium units and 150,000 square metres of office space) and the 812-unit Graywood condominiums are being built.

The City's Central Waterfront Plan specifies that the remaining development parcels, such as Marine Terminal 27, must have an approved Part II plan before redevelopment will be permitted.

Issues

The Central Bayfront is another of the major waterfront areas, a part of the waterfront that should have the strongest relationship to the financial district, Union Station, and the GTA's transportation hub. Although so much of the Central Bayfront has already been redeveloped, significant policy and planning issues remain.

First, now largely a question that has to be answered in hindsight: was the federal government wise to consent to the THC sell-off of public land to the private sector? That move, after all, opened the area for the kind and scale of development that has occurred and that led to accusations that the waterfront is a concrete curtain and a playground for the well-to-do.

Second, the physical relationship between the Central Bayfront and Harbourfront (and the scale of development yet to be completed at the eastern end of Harbourfront) is an important planning issue, particularly when viewed as a question of urban design.

Third, road patterns and the relationship of the area to the rail corridor and the Gardiner Expressway need thoughtful consideration, especially if the Gardiner and Lakeshore Boulevard are redesigned or relocated.

Fourth, there is the possibility that the Harbourfront LRT streetcar line will be extended east through the Central Bayfront into the East Bayfront.

Fifth, the Canada Post property at 40 Bay Street, between Bay and York, is in a strategic location to link the financial district and the waterfront, particularly in terms of open space and pedestrian linkages.

Sixth, there is a lack of affordable housing and an appropriate housing mix in this area, with little or no provision for family housing and community facilities. City planners are pessimistic about chances that the City's social policy goals will be met in this area. In the past, the City has traded housing out of the Central Bayfront in negotiations with developers.

Finally, public access to the Central Bayfront water's edge is weaker than it should be; the current configuration of buildings and routes inhibits the public's awareness of its rights and of the facilities at its disposal. A substantial improvement is needed and might require a modest amount of lakefill to provide for improved and extended parkland and open space, and relocation of the ferry docks.

Opportunities/Recommendations

Sensitive mixed-use development of the remaining available parcels, based on thoughtful planning and urban design, would resolve most of the issues identified. A new urban design of the area should be commissioned to guide completion of its redevelopment.

Major challenges of this urban design will be to bring the financial district toward the waterfront, with pedestrian, road, and transit links through and by Union Station, and links with other waterfront districts; as well as to fix the remaining densities and massing of the built-up area.

8. Toronto Islands Community

The islands were originally a long peninsula and were separated from the mainland in 1852 as the result of severe storms. As part of the Toronto Harbour Commissioners 1912 plan, Ward's Island was doubled in size; Algonquin Island was created entirely from dredged sand; and the Island Airport was created in 1937. The size of the islands has virtually doubled (to 332.1 hectares or 820 acres) through various dredging operations. In 1956, the Metropolitan Toronto Parks Department took over jurisdiction of the islands from the City of Toronto. Its waterfront plan called for the existing settlement of cottages and vacation homes to be razed in order to create a major regional waterfront park. By the time the demolition squads arrived at the easterly end of the settlement, at Algonquin and Ward's islands, a halt was called to further work.

The residential community currently comprises 252 units with approximately 700 people. Children attend school on the mainland, which is where islanders shop and use other community services, using year-round ferry service.

Issues

There are still outstanding political and legal questions about land ownership, building ownership, and such financial obligations as taxes, service fees, and land rents.

The current zoning, under special provincial legislation, strictly limits additions to houses or creating further housing. The effect is to freeze the islands community as if it had been caught in a time warp. Previous proposals, including one by the mayor in 1980 and another in 1988, known as Bold Concept II, suggests new housing for the islands community.

Like other residential areas on the Toronto Harbour, the island community's future will be influenced by the outcome of the debate on the Island Airport.

The official plan recognized the Toronto Islands district as an important regional park but it also acknowledges that the continuing presence of the "low-density residence area on Ward's Island and Algonquin Island contributes to the diversity, public enjoyment, and year-round use of this area; that the year-round residences on the islands constitute a unique community that is an integral part of the City and an important link with the past".

Opportunities/Recommendations

Every effort should be made to resolve the ownership and liabilities issues as quickly as possible. The community should be stabilized and the appropriate hard-services infrastructure provided. Placing a regional recreational use beside a residential community is a good approach that should be duplicated in other waterfront neighbourhoods.

Assuming acceptance of the community on the islands, the province and the City of Toronto should re-examine the restrictions on residential repair and improvement in the residential area. Consideration could be given to small amounts of infill housing, or eventual intensification under strict planning and design controls.

The proposed development of the East Bayfront as a residential mixed-use neighbourhood could be a key element in strengthening the island community: it would mean that shopping, restaurants, services, recreational opportunities, and, it is to be hoped, a school, would be established.

9. St. Lawrence Area

The original 17.8-hectare (44-acre) development by the City created the much-needed neighbourhood infrastructure that encouraged private residential development in the area just north of St. Lawrence, making the residential area larger. Although St. Lawrence is seen as a model neighbourhood, some neighbourhood amenities were developed too slowly, or, as in the case of a large food store, never materialized.

Many residents in the area must depend on public transit, which is mediocre, for shopping and services located elsewhere. Pedestrian or TTC links south to the waterfront are virtually non-existent, adding to the separation of St. Lawrence from the waterfront.

Opportunities/Recommendations

Development of the East Bayfront as a mixed-use neighbourhood with a strong residential component would help create the critical mass necessary for a large grocery store, other shops, and improved TTC service that could also benefit the St. Lawrence area.

The Gardiner/Lakeshore Task Force's recommendations on improving pedestrian and TTC links south to the waterfront merit early consideration, and would open up the waterfront to St. Lawrence as well as to the public at large.

10. South Riverdale

We reviewed the part of South Riverdale that is the residential community east of the Don River to Leslie Street, from Queen Street south to Eastern Avenue.

Like the Leslie-Woodbine area, South Riverdale shares its borders with industrial activities, some of which are noxious and unsightly.

Streets of older low-rise residential blocks extend down to Eastern Avenue, often interspersed with industrial and scrapyard uses. We noted the existence of residential use on Eastern Avenue and recent development proposals by non-profit housing organizations for that area.

The 1986 Part II Plan, still under review by the Ministry of Housing, preserves the industrial designation of a significant part of this area but does redesignate some sites from industrial to residential.

Opportunities/Recommendations

In the medium term, it would be appropriate to encourage industry to relocate in the Port Industrial Area to the south; Lakeshore Boulevard should keep its industrial face, while Eastern Avenue lends itself to mixed use including residential. That would be a much-needed improvement to environmental quality in South Riverdale's residential areas, while intensifying residential uses and adding a percentage of assisted housing to the City's stock.

A more continuous residential character on Eastern Avenue would help create links to recreation in the eastern Beach for South Riverdale's residents.

The questions affecting the future of the industrial uses in this area are similar to those for the area south of Eastern Avenue, a new neighbourhood immediately south of South Riverdale. However, because South Riverdale has an older low-rise residential component that has served low- and middle-income residents, the benefits of first cleaning up the polluting industries and strengthening this neighbourhood are obvious.

11. Leslie/Woodbine

We have designated the area as Leslie/Woodbine as a convenience in understanding this Report; the area stretches from Leslie Street on the west to Woodbine Avenue on the east and includes the area just north of Queen Street, continuing south to the water's edge. The north side of Queen has some residential properties, as does the area immediately north of Eastern Avenue and on the east side of Woodbine. But the latter borders the Racetrack, the sewage pumping station, public and private warehousing, garages, scrapyards, and other industrial uses.

Links from this community to the water's edge and parks could be improved aesthetically and in terms of open spaces, and would increase the comfort and safety of pedestrians. The Racetrack sporadically, but frequently, causes concentrations of noise, traffic, and parking problems.

The Ashbridge's Bay Sewage Treatment Plant is occasionally smelly, some of the industrial uses are unsightly and intrude on the residential character of surrounding streets.

Opportunities/Recommendations

Development of the Greenwood Racetrack site as a residential neighbourhood would improve links to the water's edge, and decrease traffic and parking problems in the area.

The recommendations of the Gardiner/Lakeshore Task Force with respect to the treatment of landscaped open spaces at the Coxwell Avenue pumping station, the sewage treatment plant, and on both sides of Lakeshore Boulevard, should be implemented; it might also be possible to build a community recreation and service building on some of the land surrounding the pumping station.

In particular we note the high concentration of older residents and the request by a local seniors' organization for a community and service centre in the area. Perhaps it could be accommodated on either the pumping station or the Racetrack site, if they are redeveloped for residential uses.

In the medium term, the City should consider treating land on both sides of Eastern Avenue as the southern border of the residential district to the north, using Lakeshore Boulevard west of Coxwell as the preferred streetscape marking the industrial area to the south; doing so would create a much more pleasant border to the residential neighbourhood, while freeing up land for housing, including assisted housing.

Some of the industrial and storage sites might be relocated in a consolidated industrial area to the south and west (see "Port Industrial Area"). The large City-owned site on Eastern Avenue currently houses the Fire Academy, maintenance and storage for the City, and storage and garage space for the Toronto Board of Education; there is no reason it should not be relocated further south.

This 4-hectare (11-acre) site is bordered on the east by the open space and surface parking at the postal plant, on the west by a supermarket and on the north by scrapyards. Before any housing could be built, the scrapyards would have to be relocated.

The open space portion of the postal plant immediately to the east is approximately 1.2 hectares (3 acres) and its future use should be co-ordinated with redevelopment of the City site for mixed use; housing should be built on the portion nearer Eastern Avenue. Non-profit housing could be provided.

The supermarket "superstore" and the retail strip one block north on Queen would be strengthened by residential intensification south of Queen.

12. Toronto Beach

This is a well-established diverse neighbourhood housing a mix of owners and renters in a variety of house types and unit sizes on Toronto's east waterfront. Residents and visitors enjoy unobstructed access to the lake and a well-developed park system. The beach, boardwalk, and parks system are regional attractions, and the area is in great demand as a desirable residential neighbourhood. Property values are increasing rapidly and contribute to redevelopment at higher densities, particularly along Queen Street. The real estate pressure may already be eroding the mixed-income texture of the neighbourhood as a whole, as rents, prices, and store types might suggest.

Restaurants and businesses on Queen Street draw regional shoppers and contribute to transportation congestion and major parking problems in the area. Local residents are concerned about those issues and about the deteriorating water quality of the lake.

Opportunities/Recommendations

Planning efforts, both physical and social, should be designed to preserve the many fine features of this neighbourhood: its mixed-income character, beachfront promenade, park system, and access to the water. Comprehensive efforts by all levels of government must address the issue of deteriorating water quality in the lake.

The conflict between local and regional interests must be examined. Creating a new neighbourhood at Greenwood/Ashbridge's Bay might assist in balancing use of the Beach as a regional recreation destination and help to ease traffic congestion and parking problems.

13. Birchcliff

Birchcliff, part of the City of Scarborough, is a well-established low-density residential neighbourhood immediately east of the Beach, extending south of Kingston Road and east of Victoria Park Avenue to slightly east of Birchmount Road. Similar to the Beach in residential character, but with less access to the actual beach because of the Scarborough Bluffs, it does have some beach access: at the foot of Fallingbrook Road, for example, by way of a set of steps just east of the end of Queen Street.

The neighbourhood encompasses a large private open space area, the Toronto Hunt Club golf course, which extends from Kingston Road down to the waterfront.

Issues

The general tendency towards gentrification of the waterfront and the emerging problem in waterfront neighbourhoods of "monster homes" (enormous single-family homes erected on small lots in older residential areas, replacing smaller houses) threatens the character of those neighbourhoods. The area is experiencing sewage capacity and back-up problems caused by an aging infrastructure.

Opportunities/Recommendations

The Toronto Hunt Club has not indicated that it has any intention of relocating or redeveloping its 40.5-hectare (100-acre) site. However, should it decide to do so in the future, the site would make an excellent setting for more intensified housing at the Kingston Road edge, with lower densities behind, and a major open space component with direct links to the water's edge. The result would be more variety in housing stock and increased opportunities for affordable housing.

The potential open space on the Hunt Club site is large enough to meet both local and regional waterfront needs and goals. A footpath or promenade along the beach could be a link to the Beach area to the west, although it might be somewhat difficult to do the same to the east, where the beach is narrower and the Bluffs less stable.

14. Cliffcrest/Cliffside

Cliffcrest and Cliffside are stable low-density neighbourhoods that straddle Kingston Road and border the water's edge between Birchmount Road and Bellamy Road South. Both neighbourhoods share the regional facility at Bluffer's Park.

Kingston Road in the Cliffside area is primarily a low-intensity commercial strip and has been designated a Business Improvement Area. In the Cliffcrest area to the east, uses on Kingston Road are more mixed with some pockets of medium-density residential use.

The major opportunity for future redevelopment in the area could be St. Augustine's Seminary, located between the two neighbourhoods. Situated on approximately 15.4 hectares (38 acres) on the south side of Kingston Road and stretching to Bluffer's Park on the waterfront, St. Augustine's property runs east to Brimley Road. There are no indications at present that the Seminary intends to relocate or develop part of its lands; should it do so, and the site be redeveloped, the water and sewer infrastructure would have to be improved.

The Scarborough Bluffs in this area are very unstable and erode, on average, more than a metre per year. Erosion tends to occur in chunks, some as large as 10 metres, tumbling onto the beaches below.

Opportunities/Recommendations

If the St. Augustine's site were offered for development, it would be a good opportunity to concentrate higher residential densities along the Kingston Road portion of the property, with lower densities and parkland to the south. Future intensified residential uses could provide housing for families of a variety of income groups and become a node or focus on Kingston Road.

Parkland on the southern part of the property would help protect the sensitive Bluff area and provide views over the water.

15. Guildwood

Guildwood is a very low-density neighbourhood developed in the early 1960s; it stretches along the waterfront across the top of the Bluffs from just east of Morningside Drive to Markham Road.

The neighbourhood, well served by parks and schools, is now beginning to demonstrate signs of empty nesting: marketing of Tridel's recent high-rise development (Gates of Guildwood) was very successful in reaching this particular local population group.

Here, too, the Bluffs are very unstable and eroding at an average rate of more than a metre per year, with erosion occurring in chunks as large as 10 metres.

Metro Toronto owns the Guildwood Inn and its surrounding parkland in the centre of the area's waterfront. The MTRCA protects the shoreline for this particular park and, because of the extreme erosion of the Bluffs, has been purchasing the backyards of single-family residences backing onto the water's edge.

There is a GO Transit station at the northern edge of this neighbourhood, where Kingston Road and Livingston Road meet the CNR tracks. Metro has reserved a large corridor of land, known as the Scarborough Transportation Corridor, just south of the CNR tracks. Scarborough has amended its Official Plan to remove this roadway from use and Metro, at the request of the Ontario Municipal Board, is studying the possibility of removing this roadway from its Official Plan.

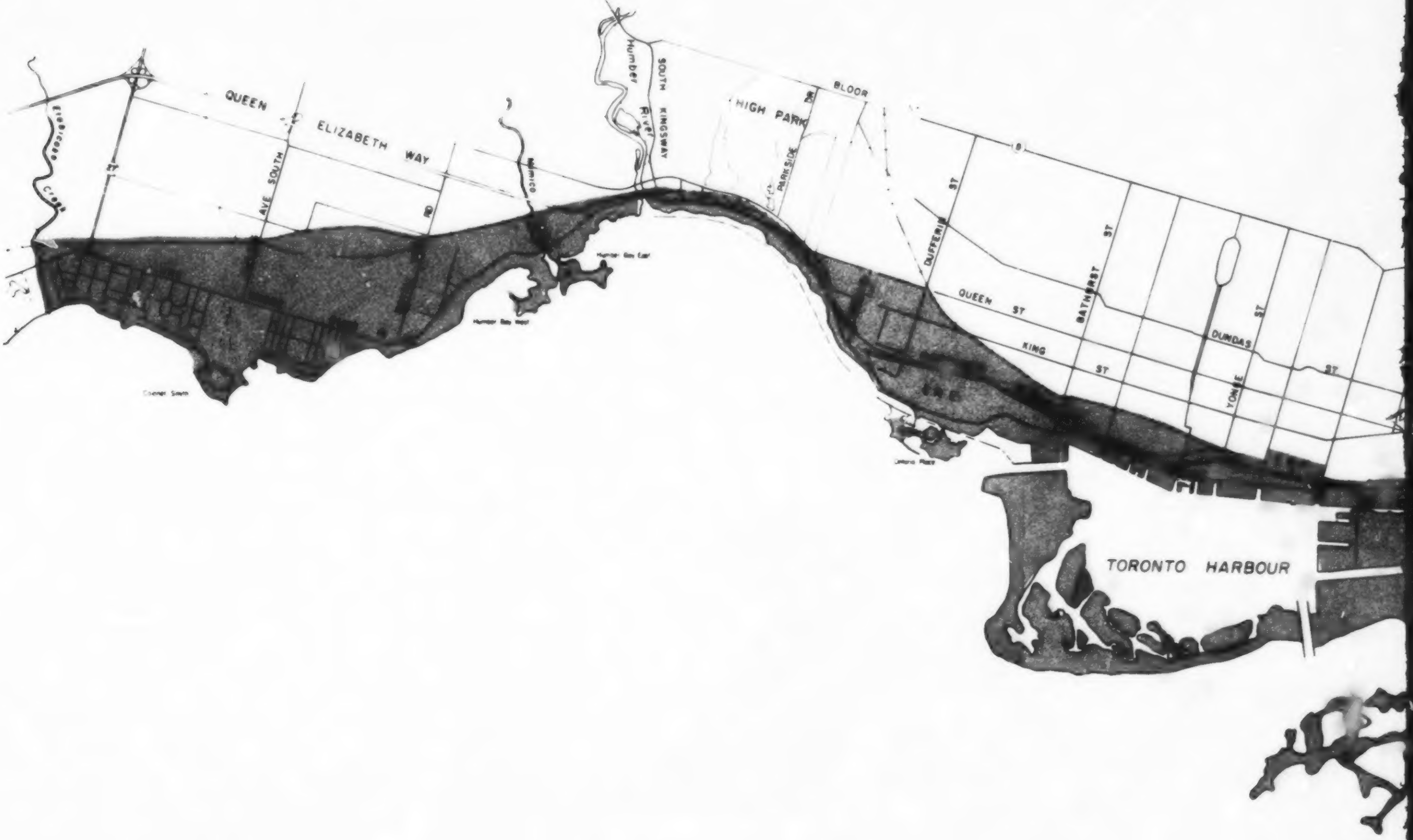
Opportunities/Recommendations

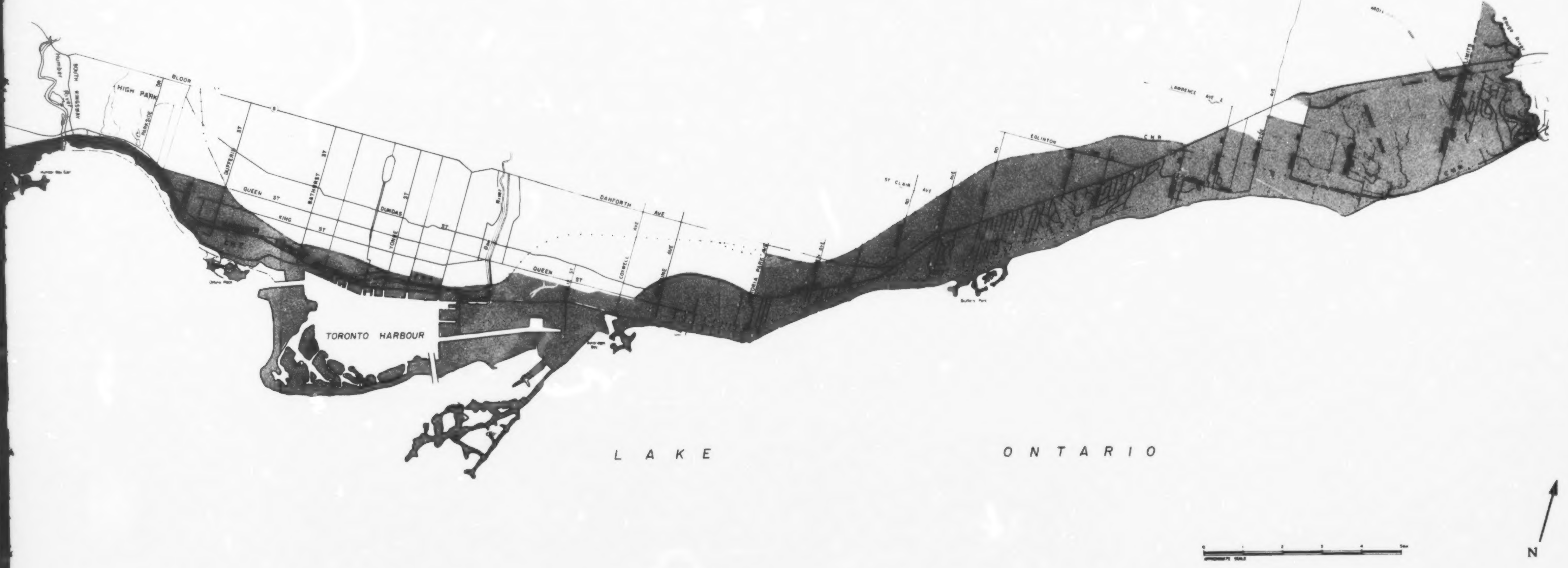
The existence of a transportation node makes this an excellent location for higher-density residential development at Kingston Road and Livingston Road, with a wider variety of housing types available to accommodate both empty-nesters and families of varying income groups. Should Metro conclude that the Scarborough Transportation Corridor is not needed, some of those lands could be freed for more intensive medium- to high-density residential use.

Metro's Guildwood Park provides an opportunity to meet local waterfront recreational needs as well as regional needs more intensively than it does now.

Conclusion

The Work Group titled this Report *The Liveable Waterfront* because we believe that only a waterfront that is vibrant with the presence of homes and the people who live in them will serve the needs of the wider community and its citizens. Otherwise, a waterfront stagnates — and probably deserves to. We trust that this work, and our recommendations, will be useful to the Royal Commission and to all those groups, organizations, agencies, and individuals who share our interest and concerns.


QUEEN ELIZABETH WAY
Etobicoke Creek
AVE SOUTH
RD
Mimico
Humber River
SOUTH KINGSWAY
HIGH PARK
BLOOR
PARKSIDE
DUFFERIN ST
QUEEN ST
BATHURST ST
KING ST
DUNDAS ST
YONGE ST
Humber Bay East
Humber Bay West
Colonel Smith
Ontario Place
TORONTO HARBOUR


HIGH PARK
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QUEEN ST
KING ST
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Don River
DANFORTH AVE
QUEEN ST
COXWELL AVE
VICTORIA PARK AVE
ST CLAIR AVE
EGLINTON
LAWRENCE AVE E
CNR
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Rouge River
TORONTO HARBOUR
LAKE ONTARIO
APPROXIMATE SCALE
N

WATERFRONT CENSUS TRACTS

Appendix 1: Waterfront Population and Housing Stock

This Appendix is organized into three sections: Section 1, which describes the process used in defining Metro Toronto's Waterfront Area; Section 2 is a statistical profile of Metro Toronto, the three lakefront municipalities, and the constituent waterfront areas of each; Section 3 is a summary of the Statistics Canada definitions used in the profiles.

1. Metro Toronto's Waterfront Area

The attached Map shows the geographic boundaries of Metro Toronto's waterfront area as we defined it; admittedly not a scientific exercise, we based the definition on informed judgment, using the following rules of thumb:

- Census tracts could not be subdivided; therefore, if part of a tract was within the waterfront area and part was outside, we had to make an all-or-nothing decision about using that specific tract.
- We respected, as much as possible, existing neighbourhood boundaries as defined by community and ratepayer groups.
- In general, census tracts beyond the second tier of census tracts from the water's edge were excluded.
- Neighbourhoods that have either a strong orientation to the waterfront or the potential for such an orientation were included.

While we used these rules of thumb as a guide, they did not resolve all problems. In particular, the High Park, Swansea, and South Kingsway areas of Toronto and the adjoining Humberside area of Etobicoke presented difficulties: they have a strong east-west orientation, either toward Toronto's largest park, the 162-hectare (400-acre) High Park, or toward the Humber River Valley. Finally, we excluded them from the defined waterfront area from the point of view of designated census tracts (and hence population) but included them when we considered the specific actions needed to strengthen nearby existing neighbourhoods.

The following census tracts, by municipality, were included in our delineation of the Metro Toronto waterfront area:

Etobicoke: 11 census tracts comprising

CT 200
CT 201
CT 202
CT 203
CT 204
CT 205
CT 206.01
CT 206.02
CT 207
CT 208
CT 210

Toronto: 17 census tracts comprising

CT 001
CT 002
CT 003
CT 004
CT 005
CT 006
CT 007.01
CT 007.02
CT 008
CT 012
CT 013
CT 017
CT 020
CT 021
CT 022
CT 023
CT 024

Scarborough: 17 census tracts comprising

CT 330
CT 331.01
CT 331.02
CT 332
CT 333
CT 334
CT 335
CT 336
CT 337
CT 338
CT 339
CT 358.01
CT 358.02
CT 360
CT 361.01
CT 361.02
CT 802

2. Statistical Profiles

The attached statistical profiles are the basis for comparing Metro Toronto with the Metro waterfront and for comparing each lakefront municipality with its constituent waterfront area.

Each profile is a summary of statistical data drawn from the 1981 and 1986 censuses, from the CMHC's Starts and Completions Survey and Rental Market Survey and from the Toronto Real Estate Board's (TREB) information.

Selected data for each municipality and its constituent waterfront area were organized under the following headings:

1. Population and Housing Stock
2. Household and Census Family Characteristics
3. 1985 Income Characteristics
4. Population Characteristics
5. Rental Vacancy Rates
6. Row and Apartment Housing Starts and Completions
7. Total Housing Starts All Types
8. TREB Average Resale Prices

Special tabulations from the 1986 Census were obtained from Statistics Canada for Metro Toronto's waterfront area. In certain cases, 1986 Census data available at the municipal level were not readily available for the waterfront area, and vice versa. Consequently, all data are not directly comparable between the two levels. This problem is mainly a problem resulting from the timing of release of the 1986 Census results, and, as more results are released, it will be possible to fill in most of the information gaps that exist at the municipal level. However, another set of special tabulations would be necessary to fill in gaps for the waterfront areas.

The current information gaps in the statistical profiles are:

	Municipal	Waterfront
Average Number of Persons		
Per Room 1.1 or more		
Single Detached Dwellings	NA	
Apartments, >=5 storeys	NA	
All Other	NA	
Household Maintainer Age 65+	NA	
Average Gross Rent/Major Payments (monthly)		NA
1. Family Households Without Additional Persons		
Gross Rent/Major Payments >= 30% of Household Income		NA
All Private Households	NA	
Gross Rent/Major Payments >=30% of Household Income		
Incidence of Low Income (%)		
All Economic Families		NA
All Unattached Individuals		NA
Total		NA

It should also be noted that 1986 Census results for certain key variables (need for repair, etc.) are not yet available at either the municipal or waterfront area levels. In addition, questions regarding need for repair were not included in the 1986 census. Consequently, the profiles as presented are limited by the information currently available.

Municipal Profile: Metropolitan Toronto

1. POPULATION AND HOUSING STOCK (1986 Census)

Total Population		#	2,192,721	
% Change 1981-86	2.6%			
Seniors (age 55+)		#	488,795	22.3%
Total Occupied Private Dwellings		#	816,445	
Owned		#	413,650	50.7%
Rented		#	402,790	49.3%
Single Detached Dwellings		#	281,020	34.4%
Apartments, >=5 storeys		#	280,485	34.4%
All others		#	254,940	31.2%
Dwellings By Period of Construction				
Before 1946		#	180,200	22.1%
1946-1960		#	207,915	25.5%
1961-1970		#	204,700	25.1%
1971-1980		#	176,725	21.6%
1981-1986		#	46,900	5.7%
Average Number of Persons Per Room 1.1 or more:				
Single Detached Dwellings		#	NA	NA%
Apartments, >= 5 storeys		#	NA	NA%
All Others		#	NA	NA%

2. HOUSEHOLD AND CENSUS FAMILY CHARACTERISTICS (1986 Census)

Total Private Households	#	816,440	
Non-Family Household	#	265,715	32.6%
1 Census Family	#	531,840	65.1%
2 or More Census Families	#	18,885	2.3%
Average Number of Persons Per Household	#	2.6	
Census Families in Private Households	#	570,335	
Families with Children at Home	#	372,375	65.3%
Husband-Wife Families	#	287,555	77.2%
Lone Parent Families	#	84,820	22.8%
Avg. Number of Persons Per Census Family	#	3.0	

	1 Family Households without Additional Persons					
	Renters			Owners		
Average Gross Rent/Major Payments (monthly)	$516			$570		
Gross Rent/Major Payments >= 30% of Household Income	#	46,450	11.5%	#	34,995	8.5%
Household Maintainer Age 65+	#	NA	NA%	#	NA	NA%

3. 1985 INCOME CHARACTERISTICS (1986 Census)

Incidence of Low Income (%)			**1985**
All Economic Families			13.1%
All Unattached Individuals			33.8%
Total			**16.4%**
Private Household Average Income		$40,493	
% Change 1980-85	47.4%		
CPI All Items Toronto CMA			
% Change June 1980-June 1985	44.8%		

4. POPULATION CHARACTERISTICS (1986 Census)

Mobility Status			
Non-Movers in last 5 years	#	1,142,670	56.0%
Movers in last 5 years	#	899,535	44.0%
Non-Migrants	#	548,860	61.0%
Migrants	#	350,670	39.0%
Post 1966 Immigrants as % of Total Population			23.3%
Population 15 years and over by:			
Unemployment Rate			6.0%
15-24 years			10.4%
25 years and over			4.8%

5. RENTAL VACANCY RATES (CMHC data) (in privately initiated buildings Zones 1 to 17)

Apartment Buildings of 6 or More Units
0.1%, 303 vacant units October 1988
0.1%-0.2% Range over past 3 years

Apartment Buildings of 3 -5 units
1.5%, 145 vacant units October 1988
0.8%-1.5% Range over past 2 years

Row Housing
0.2%, 13 vacant units October 1988
0.2% - 0.4% Range over past 2 years

6. ROW AND APARTMENT HOUSING STARTS AND COMPLETIONS (CMHC data)

Completions	**1981-June 1988**	
Freehold	1,577 units	0.4%
Condominium	14,688 units	36.4%
Private Market Rental	8,260 units	20.7%
Non-Profit and Co-op	15,507 units	38.9%

Starts	**1987-June 1988**	
Freehold	159 units	1.0%
Condominium	11,864 units	74.2%
Private Market Rental	1,200 units	7.5%
Non-Profit and Co-op	2,757 units	17.3%

7. TOTAL HOUSING STARTS ALL TYPES (CMHC data)

	1987	
Freehold	1,885 units	16.6%
Condominium	6,894 units	60.7%
Private Market Rental	856 units	7.5%
Non-Profit and Co-op	1,729 units	15.2%
Total	**11,364 units**	

8. Toronto Real Estate Board AVERAGE RESALE PRICES (residential only, whole Toronto Real Estate Board Area*)

	Average Price	12 Mo. Change
October 1988	$249,811	28.2%
December 1987	$195,239	19.9%
December 1986	$162,790	41.1%

* May not match precise boundary of geographic area.
NA: Not available at this time.

Area Profile: Metro Toronto Waterfront Neighbourhoods

1. POPULATION AND HOUSING STOCK (1986 Census)

Total Population		#	169,744	
% Change 1981-86	4.8%			
Seniors (age 55+)		#	36,365	21.4%
Total Occupied Private Dwellings		#	66,100	
Owned		#	33,010	50.0%
Rented		#	33,075	50.0%
Single Detached Dwellings		#	27,435	41.5%
Apartments, >= 5 storeys		#	18,260	27.6%
All Others		#	20,430	30.9%
Dwellings By Period of Construction				
Before 1946		#	17,550	26.6%
1946-1960		#	19,265	29.1%
1961-1970		#	14,800	22.4%
1971-1980		#	10,345	15.6%
1981-1986		#	4,135	6.3%
Average Number of Persons Per Room 1.1 or more:				
Single Detached Dwellings		#	185	0.7%
Apartments, >= 5 storeys		#	1,155	6.3%
All Others		#	750	3.7%
Total		**#**	**2,090**	**3.2%**

2. HOUSEHOLD AND CENSUS FAMILY CHARACTERISTICS (1986 Census)

Total Private Households	#	66,115	
Non-Family Household	#	22,545	34.1%
1 Census Family	#	41,565	64.4%
2 or More Census Families	#	1,010	1.5%
Average Number of Persons Per Household	#	2.5	
Census Families in Private Households	#	44,600	
Families with Children at Home	#	28,385	63.6%
Husband-Wife Families	#	21,580	76.0%
Lone Parent Families	#	6,805	24.0%
Avg. Number of Persons Per Census Family	#	3.0	

	All Private Households					
	Renters			**Owners**		
Average Gross Rent/Major Payments (monthly)	$NA			$NA		
Gross Rent/Major Payments >= 30% of Household Income	#	10,760	32.8%	#	4,745	14.5%
Household Maintainer Age 65+	#	4,880	14.9%	#	6,420	19.6%

3. 1985 INCOME CHARACTERISTICS (1986 Census)

Incidence of Low Income (%)	**1985**
All Economic Families	NA%
All Unattached Individuals	NA%
Total	**NA%**

Private Household Average Income		$38,017
% Change 1980-85	NA%	
CPI All Items Toronto CMA		
% Change June 1980-June 1985	44.8%	

4. POPULATION CHARACTERISTICS (1986 Census)

Mobility Status			
Non-Movers in last 5 years	#	83,310	53.1%
Mover in last 5 years	#	73,495	46.9%
Non-Migrants	#	45,425	61.8%
Migrants	#	28,085	38.2%
Post 1966 Immigrants as % of Total Population			16.7%
Population 15 years and over by:			
Unemployment Rate			6.2%
15-24 years			10.8%
25 years and over			5.1%

5. RENTAL VACANCY RATES (CMHC data) (in privately initiated buildings Zones 1,2,4,5,10, & 12)

Apartment Buildings of 6 or More Units
0.2%, 211 vacant units October 1988
NA% — NA% Range over past 3 years

Apartment Buildings of 3-5 units
2.1%, 111 vacant units October 1988
NA% — NA% Range over past 2 years

Row Housing
1.3%, 13 vacant units October 1988
NA% — NA% Range over past 2 years

6. ROW AND APARTMENT HOUSING STARTS AND COMPLETIONS (CMHC data)

Completions	**1981-June 1988**	
Freehold	157 units	3.3%
Condominium	1,568 units	33.0%
Private Market Rental	1,342 units	28.2%
Non-Profit and Co-op	1,689 units	35.5%
Starts	**1987-June 1988**	
Freehold	0 units	0.0%
Condominium	2,508 units	79.2%
Private Market Rental	232 units	7.3%
Non-Profit and Co-op	429 units	3.5%

7. TOTAL HOUSING STARTS ALL TYPES (CMHC data)

	1987	
Freehold	NA units	NA%
Condominium	885 units	NA%
Private Market Rental	220 units	NA%
Non-Profit and Co-op	138 units	NA%
Total	NA units	

8. Toronto Real Estate Board AVERAGE RESALE PRICES (residential only, Zone W1, W6, C1, C8, E1, E2, E6, E8, E10*)

	Average Price	12 Mo. Change
October 1988	$241,188	30.6%
December 1987	$185,048	19.5%
December 1986	$154,845	37.6%

* Zone boundaries do not match precise boundary of geographic area.
NA: Not available at this time.

Municipal Profile: City of Toronto

1. POPULATION AND HOUSING STOCK (1986 Census)

Total Population		#	612,289	
% Change 1981-8626	2.2%			
Senior (age 55+)		#	131,590	21.5%
Total Occupied Private Dwellings		#	253,155	
Owned		#	100,080	39.5%
Rented		#	153,075	60.5%
Single Detached Dwellings		#	46,325	18.3%
Apartments, >= 5 storeys		#	87,905	34.7%
All Others		#	118,915	47.0%
Dwellings By Period of Construction				
Before 1946		#	124,095	49.0%
1946-1960		#	41,150	16.3%
1961-1970		#	42,430	16.8%
1971- 1980		#	32,725	12.9%
1981-1986		#	12,750	5.0%
Average Number of Persons Per Room 1.1 or more:				
Single Detached Dwellings		#	NA	NA%
Apartments, >= 5 storeys		#	NA	NA%
All Others		#	NA	NA%

2. HOUSEHOLD AND CENSUS FAMILY CHARACTERISTICS (1986 Census)

Total Private Households	#	253,155	
Non-Family Household	#	119,790	47.3%
1 Census Family	#	127,985	50.6%
2 or More Census Families	#	5,380	2.1%
Average Number of Persons Per Household	#	2.4	
Census Families in Private Households	#	139,025	
Families with Children at Home	#	86,380	62.1%
Husband-Wife Families	#	63,340	73.3%
Lone Parent Families	#	23,040	26.7%
Avg. Number of Persons Per Census Family	#	3.0	

	1 Family Households without Additional Persons					
	Renters			Owners		
Average Gross Rent/Major Payment s(monthly)			$549			$634
Gross Rent/Major Payments >= 30% of Household Income	#	14,135	9.2%	#	8,765	8.8%
Household Maintainer Age 65+	#	NA	NA%	#	NA	NA%

3. 1985 INCOME CHARACTERISTICS (1986 Census)

Incidence of Low Income (%)	1985
All Economic Families	16.5%
All Unattached Individuals	33.2%
Total	**21.5%**

Private Household Average Income		$39,118
% Change 1980-85	52.7%	
CPI All Items Toronto CMA		
% Change June 1980-June 1985	44.8%	

4. POPULATION CHARACTERISTICS (1986 Census)

Mobility Status			
Non-Movers in last 5 years	#	287,935	50.3%
Movers in last 5 years	#	284,500	49.7%
Non-Migrants	#	170,105	59.8%
Migrants	#	114,400	40.2%
Post 1966 Immigrants as % of Total Population			24.6%
Population 15 years and over by:			
Unemployment Rate			6.6%
15-24 years			11.3%
25 years and over			5.5%

5. RENTAL VACANCY RATES (CMHC data) (in privately initiated buildings Zones 1 to 4)

Apartment Buildings of 6 or More Units
0.3%, 216 vacant units October 1988
0.2%-0.4% Range over past 3 years

Apartment Buildings of 3 - 5 units
2.4%, 135 vacant units October 1988
0.8%-2.4% Range over past 2 years

Row Housing
4.7%, 12 vacant units October 1988
1.4%-4 7% Range over past 2 years

6. ROW AND APARTMENT HOUSING STARTS AND COMPLETIONS (CMHC data)

Completions	**1981-June 1988**	
Freehold	659 units	3.7%
Condominium	6,936 units	39.4%
Private Market Rental	3,456 units	19.6%
Non-Profit and Co-op	6,552 units	37.2%
Starts	**1987-June 1988**	
Freehold	43 units	0.7%
Condominium	3,928 units	63.2%
Private Market Rental	963 units	15.5%
Non-Profit and Co-op	1,283 units	20.6%

7. TOTAL HOUSING STARTS ALL TYPES (CMHC data)

	1987	
Freehold	264 units	7.4%
Condominium	2,041 units	57.2%
Private Market Rental	628 units	17.6%
Non-Profit and Co-op	636 units	17.8%
Total	**3,569 units**	

8. Toronto Real Estate Board AVERAGE RESALE PRICES (residential only)

	Average Price	**12 Mo. Change**
October 1988	$NA	NA%
December 1987	$NA	NA%
December 1986	$NA	NA%

* May not match precise boundary of geographic area.
NA: Not available at this time.

Area Profile: Toronto Waterfront Neighbourhoods

1. POPULATION AND HOUSING STOCK (1986 Census)

Total population		#	46,505	
% Change 1981-866	10.8%			
Seniors (age 55+)		#	8,870	19.1%
Total Occupied Private Dwellings		#	20,765	
Owned		#	6,320	30.5%
Rented		#	14,430	69.5%
Single Detached Dwellings		#	3,250	15.6%
Apartments, >= 5 storeys		#	8,385	40.4%
All Others		#	9,140	44.0%
Dwellings By Period of Construction				
Before 1946		#	8,990	43.3%
1946-1960		#	3,955	19.1%
1961-1970		#	2,885	13.9%
1971-1980		#	3,075	14.8%
1981-1986		#	1,840	8.9%
Average Number of Persons Per Room 1.1 or more:				
Single Detached Dwellings		#	30	0.9%
Apartments, >= 5 storeys		#	855	10.2%
All Others		#	280	3.1%
Total		**#**	**1,165**	**5.6%**

2. HOUSEHOLD AND CENSUS FAMILY CHARACTERISTICS (1986 Census)

Total Private Households	#	20,750	
Non-Family Household	#	10,120	48.8%
1 Census Family	#	10,455	50.4%
2 or More Census Families	#	170	0.8%
Average Number of Persons Per Household	#	2.2	
Census Families in Private Households	#	10,810	
Families with Children at Home	#	6,350	
Husband-Wife Families	#	4,225	66.5%
Lone Parent Families	#	2,125	33.5%
Avg. Number of Persons Per Census Family	#	28	

	All Private Households					
	Renters			**Owners**		
Average Gross Rent/Major Payments(monthly)		$NA			$NA	
Gross Rent/Major Payments >= 30% of Household Income	#	5,180	36.2%	#	1,170	18.6%
Household Maintainer Age 65+	#	1,445	10.1%	#	1,330	21.3%

3. 1985 INCOME CHARACTERISTICS (1986 Census)

Incidence of Low Income (%)	**1985**
All Economic Families	NA%
All Unattached Individuals	NA%
Total	**NA%**

Private Household Average Income		$34,410
% Change 1980-85	NA%	
CPI All Items Toronto CMA		
% Change June 1980-June 1985	44.8%	

4. POPULATION CHARACTERISTICS (1986 Census)

Mobility Status			
Non-Movers in last 5 years	#	17,950	41.9%
Movers in last 5 years	#	24,850	58.1%
Non-Migrants	#	13,835	55.7%
Migrants	#	11,030	44.4%
Post 1966 Immigrants as % of Total Population			23.2%
Population 15 years and over by:			
Unemployment Rate			7.1%
15-24 years			10.2%
25 years and over			6.4%

5. RENTAL VACANCY RATES (CMHC data) (in privately initiated buildings Zones 1, 2 and 4*)

Apartment Buildings of 6 or More Units
0.3%, 180 vacant units October 1988
NA% — NA% Range over past 3 years

Apartment Buildings of 3-5 units
2.8%, 111 vacant units October 1988
NA% — NA% Range over past 2 years

Row Housing
6.3%, 12 vacant units October 1988
NA% — NA% Range over past 2 years

6. ROW AND APARTMENT HOUSING STARTS AND COMPLETIONS CMHC data)

Completions	**1981-June 1988**	
Freehold	136 units	3.6%
Condominium	1,382 units	36.6%
Private Market Rental	1,133 units	30.0%
Non-Profit and Co-op	1,128 units	29.8%
Starts	**1987-June 1988**	
Freehold	0 units	0.0%
Condominium	1,740 units	78.2%
Private Market Rental	228 units	10.2%
Non-Profit and Co-op	257 units	11.6%

7. TOTAL HOUSING STARTS ALL TYPES (CMHC data)

	1987	
Freehold	NA units	NA%
Condominium	585 units	NA%
Private Market Rental	216 units	NA%
Non-Profit and Co-op	138 units	NA%
Total	**NA units**	

8. Toronto Real Estate Board AVERAGE RESALE PRICES (residential only, Zones W1, C1, C8, E1 & E2*)

	Average Price	**12 Mo. Change**
October 1988	$259,702	35.3%
December 1987	$198,878	23.3%
December 1986	$161,263	39.9%

* Zone boundaries do not match precise boundary of geographic area.
NA: Not available at this time.

Municipal Profile: City of Etobicoke

1. POPULATION AND HOUSING STOCK (1986 Census)

Total Population		#	302,973	
% Change 1981-86	1.4%			
Seniors (age 55+)		#	76,660	25.3%
Total Occupied Private Dwellings		#	110,585	
Owned		#	65,110	58.9%
Rented		#	45,480	41.1%
Single Detached Dwellings		#	54,020	48.9%
Apartments, >= 5 storeys		#	34,705	31.4%
All Others		#	21,860	19.7%
Dwellings By Period of Construction				
Before 1946		#	10,510	9.5%
1946-1960		#	38,330	34.6%
1961-1970		#	31,590	28.6%
1971-1980		#	24,790	22.4%
1981-1986		#	5,370	4.9%
Average Number of Persons Per Room 1.1 or more:				
Single Detached Dwellings		#	NA	NA%
Apartments, >= 5 storeys		#	NA	NA%
All Others		#	NA	NA%

2. HOUSEHOLD AND CENSUS FAMILY CHARACTERISTICS (1986 Census)

Total Private Households	#	110,585	
Non-Family Household	#	28,125	25.4%
1 Census Family	#	80,095	72.4%
2 or More Census Families	#	2,365	2.2%
Average Number of Persons Per Household	#	2.7	
Census Families in Private Households	#	84,900	
Families with Children at Home	#	53,700	63.3%
Husband-Wife Families	#	42,330	78.8%
Lone Parent Families	#	11,370	21.2%
Avg. Number of Persons Per Census Family	#	3.0	

	1 Family Householders without Additional Persons					
	Renters			Owners		
Average Gross Rent/Major Payments (monthly)		$513			$537	
Gross Rent/Major Payments >= 30% of Household Income	#	5,120	11.3%	#	4,455	6.8%
Household Maintainer Age 65+	#	NA	NA%	#	NA	NA%

3. 1985 INCOME CHARACTERISTICS (1986 Census)

Incidence of Low Income (%)			**1985**
All Economic Families			9.6%
All Unattached Individuals			28.9%
Total			**12.0%**
Private Household Average Income		$44,058	
% Change 1980-85	45.1%		
CPI All Items Toronto CMA			
% Change June 1980-June 1985	44.8%		

4. POPULATION CHARACTERISTICS (1986 Census)

Mobility Status			
Non-Movers in last 5 years	#	174,560	61.6%
Movers in last 5 years	#	108,965	38.4%
Non-Migrants	#	66,025	60.6%
Migrants	#	42,945	39.4%
Post 1966 Immigrants as % of Total Population			17.3%
Population 15 years and over by:			
Unemployment Rate			5.2%
15-24 years			9.4%
25 years and over			4.1%

5. RENTAL VACANCY RATES (CMHC data) (in privately initiated buildings Zones 5 to 7)

Apartment Buildings of 6 or more units
0.1%, 21 vacant units October 1988
0.0% - 0.2% Range over past 3 years

Apartment Buildings of 3 -5 units
0.2%, 2 vacant units October 1988
0.2% - 2.9% Range over past 2 years

Row Housing
0.0%, 0 vacant units October 1988
0.0% — 0.0% Range over past 2 years

6. ROW AND APARTMENT HOUSING STARTS AND COMPLETIONS (CMHC data)

Completions	**1981-June 1988**	
Freehold	85 units	2.5%
Condominium	913 units	26.9%
Private Market Rental	1,027 units	30.3%
Non-Profit and Co-op	1,365 units	40.3%
Starts	**1987-June 1988**	
Freehold	79 units	3.6%
Condominium	1,942 units	88.4%
Private Market Rental	4 units	0.2%
Non-Profit and Co-op	172 units	7.8%

7. TOTAL HOUSING STARTS ALL TYPES (CMHC data)

	1987	
Freehold	219 units	18.2%
Condominium	980 units	81.5%
Private Market Rental	4 units	0.3%
Non-Profit and Co-op	0 units	0.0%
Total	**1,203 units**	

8. Toronto Real Estate Board AVERAGE RESALE PRICES (residential only)

	Average Price	**12 Mo. Change**
October 1988	$NA	NA%
December 1987	$NA	NA%
December 1986	$NA	NA%

* May not match precise boundary of geographic area.
NA: Not available at this time.

Area Profile: Etobicoke Waterfront Neighbourhoods

1. POPULATION AND HOUSING STOCK (1986 Census)

Total Population		#	35,519	
% Change 1981-86	0.7%			
Seniors (age 55+)		#	8,120	22.9%
Total Occupied Private Dwellings		#	14,960	
Owned		#	6,415	42.9%
Rented		#	8,545	57.1%
Single Detached Dwellings		#	5,535	37.0%
Apartments, >= 5 storeys		#	2,800	18.7%
All Others		#	6,625	44.3%
Dwellings By Period of Construction				
Before 1946		#	4,755	31.8%
1946-1960		#	5,575	37.3%
1961-1970		#	2,655	17.7%
1971-1980		#	1,590	10.6%
1981-1986		#	390	2.6%
Average Number of Persons Per Room 1.1 or more:				
Single Detached Dwellings		#	65	1.2%
Apartments, >= 5 storeys		#	20	0.7%
All Others		#	400	6.1%
Total		**#**	**485**	**3.2%**

2. HOUSEHOLD AND CENSUS FAMILY CHARACTERISTICS (1986 Census)

Total Private Household	#	14,980	
Non-Family Household	#	5,650	37.7%
1 Census Family	#	9,145	61.0%
2 or More Census Families	#	195	1.3%
Average Number of Persons Per Household	#	2.3	
Census Families in Private Households	#	9,525	
Families with Children at Home	#	5,590	58.7%
Husband-Wife Families	#	4,040	72.3%
Lone Parent Families	#	1,550	27.7%
Avg. Number of Persons Per Census Family	#	2.8	

	All Private Households					
	Renters			**Owners**		
Average Gross Rent/Major Payments (monthly)		$NA			$NA	
Gross Rent/Major Payments >=30% of Household Income	#	2,600	30.6%	#	1,100	17.2%
Household Maintainer Age 65+	#	1,265	14.9%	#	1,615	25.3%

3. 1985 INCOME CHARACTERISTICS (1986 Census)

Incidence of Low Income (%)			**1985**
All Economic Families			NA%
All Unattached Individuals			NA%
Total			**NA%**
Private Household Average Income		$32,343	
% Change 1980-85	NA%		
CPI All Items Toronto CMA			
% Change June 1980-June 1985	44.8%		

4. POPULATION CHARACTERISTICS (1986 Census)

Mobility Status			
Non-Movers in last 5 years	#	17,435	53.0%
Movers in last 5 years	#	15,485	47.0%
Non-Migrants	#	9,410	60.8%
Migrants	#	6,075	39.2%
Post 1966 Immigrants as % of Total Population			16.0%
Population 15 years and over by:			
Unemployment Rate			6.1%
15-24 years			9.9%
25 years and over			5.2%

5. RENTAL VACANCY RATES (CMHC data) (in privately initiated buildings Zone 5*)

Apartment Buildings of 6 or More Units
0.1%, 10 vacant units October 1988
0.0% -0.4% Range over past 3 years

Apartment Buildings of 3 -5 units
0.0%, 0 vacant units October 1988
0.0%-3.3% Range over past 2 years

Row Housing
0.0%, 0 vacant units October 1988
0.0% — 0.0% Range over past 2 years

6. ROW AND APARTMENT HOUSING STARTS AND COMPLETIONS (CMHC data)

Completions	**1981-June 1988**	
Freehold	0 units	0.0%
Condominium	175 units	46.2%
Private Market Rental	4 units	1.0%
Non-Profit and Co-op	200 units	52.8%

Starts	**1987-June 1988**	
Freehold	0 units	0.0%
Condominium	564 units	76.2%
Private Market Rental	4 units	0.5%
Non-Profit and Co-op	172 units	23.2%

7. TOTAL HOUSING STARTS ALL TYPES (CMHC data)

	1987	
Freehold	NA units	NA%
Condominium	300 units	NA%
Private Market Rental	4 units	NA%
Non-Profit and Co-op	0 units	NA%
Total	**NA**	

8. Toronto Real Estate Board AVERAGE RESALE PRICES (residential only, Zone W6*)

	Average Price	**12 Mo. Change**
October 1988	$212,833	23.5%
December 1987	$157,293	15.9%
December 1986	$135,676	18.7%

* Zone boundaries do not match precise boundary of geographic area.
NA: Not available at this time.

Municipal Profile: City of Scarborough

1. POPULATION AND HOUSING STOCK (1986 Census)

Total Population		#	484,676	
% Change 1981-86	9.3%			
Seniors (age 55+)		#	91,990	19.0%
Total Occupied Private Dwellings		#	160,175	
Owned		#	99,725	62.3%
Rented		#	60,445	37.7%
Single Detached Dwellings		#	78,400	49.0%
Apartments, >= 5 storeys		#	50,350	31.4%
All Others		#	31,420	19.6%
Dwellings By Period of Construction				
Before 1946		#	6,665	4.2%
1946-1960		#	44,040	27.5%
1961-1970		#	37,595	23.5%
1971-1980		#	54,660	34.1%
1981-1986		#	17,205	10.7%
Average Number of Persons Per Room 1.1 or more:				
Single Detached Dwellings		#	NA	NA%
Apartments, >= 5 storeys		#	NA	NA%
All Others		#	NA	NA%

2. HOUSEHOLD AND CENSUS FAMILY CHARACTERISTICS (1986 Census)

Total Private Households	#	160,170	
Non-Family Household	#	32,240	20.1%
1 Census Family	#	123,235	77.0%
2 or More Census Families	#	4,695	2.9%
Average Number of Persons Per Household	#	3.0	
Census Families in Private Households	#	132,780	
Families with Children at Home	#	93,640	70.5%
Husband-Wife Families	#	74,380	70.4%
Lone Parent Families	#	19,260	20.6%
Avg. Number of Persons Per Census Family	#	3.2	

	1 Family Householders without Additional Persons					
	Renters			Owners		
Average Gross Rent/Major Payments (monthly)		$500			$602	
Gross Rent/Major Payments >= 30% of Household Income	#	8,790	14.5%	#	9,560	9.6%
Household Maintainer Age 65+	#	NA	NA%	#	NA	NA%

3. 1985 INCOME CHARACTERISTICS (1986 Census)

Incidence of Low Income (%)			**1985**
All Economic Families			11.7%
All Unattached Individuals			35.3%
Total			**13.5%**
Private Household Average Income		$41,010	
% Change 1980-85	45.9%		
CPI All Items Toronto CMA			
% Change June 1980-June 1985	44.8%		

4. POPULATION CHARACTERISTICS (1986 Census)

Mobility Status			
Non-Movers in last 5 years	#	241,655	54.1%
Movers in last 5 years	#	204,825	45.9%
Non-Migrants	#	129,780	63.4%
Migrants	#	75,045	36.6%
Post 1966 Immigrant as % of Total Population			24.2%
Population 15 years and over by:			
Unemployment Rate			5.6%
15-24 years			10.4%
25 years and over			4.3%

5. RENTAL VACANCY RATES (CMHC data) (in privately initiated buildings Zones 10 to 12)

Apartment Buildings of 6 or more units
0.1%, 22 vacant units October 1988
0.0%-0.1% Range over past 3 years

Apartment Buildings of 3-5 units
0.0%, 0 vacant units October 1988
0.0%-0.8% Range over past 2 years

Row Housing
0.1%, 1 vacant units October 1988
0.0%-0.1% Range over past 2 years

6. ROW AND APARTMENT HOUSING STARTS AND COMPLETIONS (CMHC data)

Completions	**1981-June 1988**	
Freehold	738 units	8.8%
Condominium	2,668 units	31.7%
Private Market Rental	1,947 units	23.1%
Non-Profit and Co-op	3,065 units	36.4%
Starts	**1987-June 1988**	
Freehold	37 units	1.1%
Condominium	2,425 units	75.2%
Private Market Rental	224 units	6.9%
Non-Profit and Co-op	538 units	16.7%

7. TOTAL HOUSING STARTS ALL TYPES (CMHC data)

	1987	
Freehold	959 units	33.9%
Condominium	1,233 units	43.6%
Private Market Rental	224 units	7.9%
Non-Profit and Co-op	412 units	14.6%
Total	**2,828 units**	

8. Toronto Real Estate Board AVERAGE RESALE PRICES (residential only)

	Average Price	**12 Mo. Change**
October 1988	$NA	NA%
December 1987	$NA	NA%
December 1986	$NA	NA%

* May not match precise boundary of geographic area.
NA: Not available at this time.

Area Profile: Scarborough Waterfront Neighbourhoods

1. POPULATION AND HOUSING STOCK (1986 Census)

Total Population		#	87,720	
% Change 1981-86	3.5%			
Seniors (age 55+)		#	19,375	22.1%
Total Occupied Private Dwellings		#	30,375	
Owned		#	20,275	66.8%
Rented		#	10,100	33.2%
Single Detached Dwellings		#	18,650	61.4%
Apartments, >= 5 storeys		#	7,075	23.3%
All Others		#	4,665	15.3%
Dwellings By Period of Construction				
Before 1946		#	3,805	12.5%
1946-1960		#	9,735	32.0%
1961-1970		#	9,260	30.5%
1971-1980		#	5,680	18.7%
1981-1986		#	1,905	6.3%
Average Number of Persons Per Room 1.1 or more:				
Single Detached Dwellings		#	90	0.5%
Apartments,>= 5 storeys		#	280	4.0%
All Others		#	70	1.5%
Total		**#**	**440**	**1.5%**

2. HOUSEHOLD AND CENSUS FAMILY CHARACTERISTICS (1986 Census)

Total Private Households	#	30,385	
Non-Family Household	#	6,776	22.3%
1 Census Family	#	22,965	75.6%
2 or More Census Families	#	645	2.1%
Average Number of Persons Per Household	#	2.8	
Census Families in Private Households	#	24,265	
Families with Children at Home	#	16,445	67.8%
Husband-Wife Families	#	13,315	81.0%
Lone Parent Families	#	3,130	19.0%
Avg. Number of Persons Per Census Family	#	3.1	

	All Private Households					
	Renters			**Owners**		
Average Gross Rent/Major Payments (monthly)		$NA			$NA	
Gross Rent/Major Payments >= 30% of Household Income	#	2,980	29.7%	#	2,475	12.3%
Household Maintainer Age 65+	#	2,170	21.6%	#	3,475	17.2%

3. 1985 INCOME CHARACTERISTICS (1986 Census)

Incidence of Low Income (%)			**1985**
All Economic Families			NA%
All Unattached Individuals			NA%
Total			**NA%**
Private Household average Income		$43,274	
% Change 1980-85	NA%		
CPI All Items Toronto CMA			
% Change June 1980-June 1985	44.8%		

4. POPULATION CHARACTERISTICS (1986 Census)

Mobility Status			
Non-Movers in last 5 years	#	47,925	59.1%
Movers in last 5 years	#	33,160	40.9%
Non-Migrants	#	22,180	66.9%
Migrants	#	10,980	33.1%
Post 1966 Immigrants as % of Total Population			13.5%
Population 15 years and over by:			
Unemployment Rate			5.8%
15-24 years			11.4%
25 years and over			4.3%

5. RENTAL VACANCY RATES (CMHC data) (in privately initiated buildings Zones 10 & 12*)

Apartment Buildings of 6 or More Units
0.1%, 21 vacant units October 1988
NA% — NA% Range over past 3 years

Apartment Buildings of 3 - 5 units
0.0%, 0 vacant units October 1988
NA% — NA% Range over past 2 years

Row Housing
0.1%, 1 vacant unit October 1988
NA% — NA% Range over past 2 years

6. ROW AND APARTMENT HOUSING STARTS AND COMPLETIONS (CMHC data)

Completions	**1981-June 1988**	
Freehold	21 units	3.5%
Condominium	11 units	0.2%
Private Market Rental	205 units	34.3%
Non-Profit and Co-op	361 units	60.0%

Starts	**1987-June 1988**	
Freehold	0 units	0.0%
Condominium	204 units	100%
Private Market Rental	0 units	0.0%
Non-Profit and Co-op	0 units	0.0%

7. TOTAL HOUSING STARTS ALL TYPES (CMHC data)

	1987	
Freehold	NA units	NA%
Condominium	0 units	NA%
Private Market Rental	0 units	NA%
Non-Profit and Co-op	0 units	NA%
Total	**NA units**	

8. Toronto Real Estate Board AVERAGE RESALE PRICES (residential only, Zones E6, E8, & E10*)

	Average Price	**12 Mo. Change**
October 1988	$225,268	26.2%
December 1987	$171,715	16.5%
December 1986	$147,453	39.5%

*** Zone boundaries do not match precise boundary of geographic area.**
NA: Not available at this time.

3. Statistics Canada Definitions

This section is an alphabetical listing of key terms and their definitions used in the statistical profiles. For a complete listing of Statistics Canada terms and definitions, consult the Statistics Canada publication, *Catalogue 99-101E: 1986 Census Dictionary*.

Census Family

The census family refers to *a husband and a wife (with or without children* who have never married, regardless of age), or a *lone parent* of any marital status, *with one or more children* who have never married, regardless of age, *living in the same dwelling*. For census purposes, persons living in a so-called common-law arrangement now are considered as married, regardless of their legal marital status; accordingly, they appear as a husband-wife family in most census family tables.

Census Family Status

Census Family Status refers to the classification of the population into family and non-family persons. *Family persons* are household members who belong to a census family. They, in turn, are further classified as follows:

Husband and *wife* are persons living in the same dwelling as a spouse. Persons living common-law now are considered, for census purposes, as married, regardless of their legal marital status, and appear as a husband-wife family in most published tables.

Lone parent refers to a mother or a father, with no spouse present, living in a dwelling with one or more never-married children.

Child refers to any son or daughter (including adopted children and stepchildren) who has never married, regardless of age, and is living in the same dwelling as their parent(s). Sons and daughters who have ever been married, regardless of their marital status at enumeration, are not considered members of their parents' family, even though they are living in the same dwelling.

Non-family persons are household members who do not belong to a census family. They may be *related* to the household reference person — Person 1 — (i.e., brother-in-law, cousin, grandparent) or *unrelated* (e.g., lodger, room-mate, employee). A person living alone is always a non-family person.

Census Metropolitan Area (CMA)

Concept and General Criteria

The general concept of a Census Metropolitan Area (CMA) is of a very large urbanized core, with adjacent urban and rural areas that have a high degree of economic and social integration with that core.

A CMA is defined as the main labour market area of an urban area (the urbanized core) of at least 100,000 population, based on the previous census. Once an area becomes a CMA, it is retained in the program even if its population subsequently declines.

CMAs comprise one or more census subdivisions (CSDs), which meet at least one of the following criteria:

1. the CSD falls completely or partly inside the urbanized core;
2. at least 50 per cent of the employed labour force *living* in the CSD *works* in the urbanized core; or
3. at least 25 per cent of the employed labour force *working* in the CSD *lives* in the urbanized core.

Census Subdivision (CSD)

The CSD is a general term applied to municipalities.

Dwelling

A dwelling is a set of living quarters in which a person or group of persons resides or could reside.

Dwelling, Collective

The term refers to a dwelling of a commercial, institutional or communal nature. The decision is based on the presence of a sign on the premises or as the result of a Census Representative's discussion with the person in charge or with a resident or a neighbour, etc. Rooming or lodging-houses are included, as are hotels, motels, tourist homes, nursing homes, hospitals, staff residences, communal quarters of military camps, work camps, jails, missions, group homes, and so on. Collective dwellings may be occupied by usual residents or solely by foreign and/or temporary residents.

Dwelling, Occupied Private

This is a private dwelling in which a person or group of persons resides permanently. Also included are private dwellings of those usual residents who, on Census Day, are temporarily absent. Unless otherwise specified, all data in housing reports are for occupied private dwellings rather than unoccupied private dwellings or dwellings occupied solely by foreign and/or temporary residents.

Dwelling, Private

This refers to a *separate set of living quarters with a private entrance* either from outside or from a common hall, lobby, vestibule or stairway inside the building. The entrance to the dwelling must be one that can be used *without passing through someone else's living quarters.*

Economic Family

An economic family is a group of two or more persons who live in the same dwelling and are related to each other by blood, marriage or adoption. For census purposes, persons living in common-law relationships now are considered as married, regardless of their legal marital status; accordingly, they appear as married couples in the economic family tables.

The economic family concept requires only that family members be related by blood, marriage or adoption, whereas the census family concept requires that family members must have a husband-wife, or parent and never-married child, relationship. Hence, the concept of economic family *may refer to a larger group of persons than does the census family concept.*

For example: a widowed mother living with her married son and daughter-in-law would b[illegible] non-family person under the definition of a census family, but, with her son and daughter-in-law, would be a member of an economic family.

Two or more related families living together constitute one economic family, as for example, a man and his wife living with their married son and daughter-in-law. Two or more brothers or sisters living together, apart from their parents, form an economic family but not a census family because they do not meet requirements for the latter.

Economic Family Status

Economic family status is the classification of persons according to their membership in an economic family.

Economic family persons refers to household members who are members of an economic family.

Unattached individuals refers to household members who are not members of an economic family. A person living alone is always an unattached individual.

Household Maintainer

A household maintainer is the person, or one of the persons, in the household who pays the rent, or the mortgage, or the taxes, or electricity, etc., for the dwelling. If such a person is not present in the household, Person 1 is assigned household maintainer.

Household, Private

The term applies to a person or group of persons (other than foreign residents) who occupy a private dwelling and do not have a usual place of residence elsewhere in Canada. The number of private households equals the number of occupied private dwellings.

Household Type

The household type refers to the basic division of private households into *family* and *non-family households*. *Family household* is one that contains at least one census family (that is, persons living in the same dwelling who have a husband-wife, or parent and never-married child, relationship). *One-family household* refers to a single census family that occupies one private dwelling. The family may be that of the person responsible for household payments (primary family) or a family in which the person responsible for household payments is not a member (secondary family).

A *multiple-family household* is one in which two or more census families occupy the same private dwelling. Additional persons may or may not be present in such a household.

A *non-family household* refers to one person who lives alone in a private dwelling, or to a group of persons who occupy a private dwelling and do not constitute a census family.

Income: Average Income of Households

Average household income refers to the weighted mean total income of households in a given year (the latest year being 1985). Average income is calculated from data that have not been rounded, by dividing the aggregate income of a specified group of households (e.g., family households) by the number of households in that group, whether or not they reported income.

Income: Employment Income

Employment income is the total income received by persons 15 years of age and over as wages and salaries, net income from non-farm self-employment, and/or net farm income.

Income: Household Total Income

The total income of a household is the sum of the total incomes of all members of that household.

Income: Income Status

Income status refers to a derived variable that indicates the position of an economic family or unattached individual in relation to Statistics Canada's Low Income Cut-offs. These cut-offs are determined separately for families of different sizes and according to the degree of urbanization of the area in which they live.

The low income cut-offs applicable to the Toronto CMA and to its constituent municipalities are those for all CMAs of 500,000 population or more.

The following is the 1985 matrix of low-income cut-offs:

Low Income Cut-offs for Economic Families and Unattached Individuals, 1985

SIZE OF AREA OF RESIDENCE

Family Size	500,000 or more	100,000 to 499,999	30,000 to 99,999	Small urban regions	Rural (farm and non-farm)
			1985$		
1	10,233	9,719	9,117	8,429	7,568
2	13,501	12,815	11,956	11,093	9,891
3	18,061	17,115	15,996	14,880	13,244
4	20,812	19,779	18,490	17,200	15,310
5	24,252	22,963	21,415	19,952	17,803
6	26,488	25,026	23,393	21,758	19,436
7 or more	29,155	27,606	25,801	23,994	21,415

Income: Total Income

Total income is the total money income received during a calendar year by persons 15 years of age and over (again, we used the year 1985).

This is a derived variable: although respondents were asked a direct question about their total income, excluding family allowances and the federal child tax credits, the reported total income is replaced by a derived total income that includes an assigned amount for family allowances and the federal child tax credits. Thus, total income is the sum of incomes from the following sources:

- Total wages and salaries
- Net non-farm self-employment income
- Net farm self-employment income
- Family allowances
- Federal child tax credits
- Old Age Security Pension and Guaranteed Income Supplement
- Benefits from Canada or Quebec Pension Plan
- Benefits from Unemployment Insurance
- Other income from government sources
- Dividends and interest on bonds, deposits, savings certificates, and other investment income
- Retirement pensions, superannuation, and annuities
- Other money income

Mobility Status: Place of Residence Five Years Ago

This is the relationship between a person's usual place of residence on Census Day and his/her usual place of residence five years earlier. On the basis of this relationship, the population is divided by mobility status as *non-movers* and *movers*. Within the category *movers*, a further distinction is made according to migration status between *non-migrants* and *migrants*. *Non-movers* are persons who, on Census Day, were living in the same dwelling they occupied five years earlier. *Movers* are persons who, on Census Day, were living in a different dwelling than the one they occupied five years earlier.

Non-migrants are movers who, on Census Day, were living within the same census subdivision (CSD) they resided in five years earlier. *Migrants* are movers who, on Census Day, were residing in a different CSD within Canada five years earlier (*internal migrants*) or who were living outside Canada five years earlier (*external migrants*).

Number of Persons Per Room

This refers to the number of persons per room in a dwelling (see definition of rooms) and is a derived variable.

Owner's Major Payments

These are the total average monthly payments made by owner households to secure shelter. They include payments for electricity, oil, gas, coal, wood or other fuels, water, and other municipal services, monthly mortgage payments and property taxes (municipal and school).

Period of Construction

The period of construction is the time during which a building or dwelling was originally constructed. It does not refer to the time used later for any remodelling, additions or conversions. Respondents are asked to indicate the period of construction, to the best of their knowledge; 1986 refers to only the first five months of that year.

Rent, Gross

Gross rent is the total of average monthly payments paid by tenant households to secure shelter. It includes payments for electricity, oil, gas, coal, wood or other fuels, water, and other municipal services, in addition to monthly cash rent.

Rooms

Rooms are the number of rooms in a dwelling. A *room* is an enclosed area within a dwelling; it is finished and suitable for year-round living. Partially divided L-shaped rooms are considered as separate if they are considered as such by the respondent (as, for example, in L-shaped dining-room/living-room arrangements). Not included in the definition of rooms are bathrooms, halls, vestibules, and rooms used solely for business purposes.

Structural Type of Dwelling

This is the structural characteristic and/or dwelling configuration, whether the dwelling is a detached single house, a high-rise apartment, a row house, a mobile home, etc. The 1986 Census shows four categories of structural types that were listed as part of the regular census program:

- Single-detached House
- Apartment in a Building that Has Five or More Storeys
- Movable Dwelling (Comprises Mobile Home and Other Movable Dwellings)
- Other Dwelling (Comprises Semi-detached House, Row House, Other Single Attached House, Apartment or Flat in a Detached Duplex and Apartment in a Building that Has Less [sic] than Five Storeys)

Appendix 2: Definitions of Housing Terms

Affordable Housing

As used in this Report, the phrase when capitalized, refers to the definition contained in the Province of Ontario's Affordable Housing Policy Statement. Regardless of the type of housing, affordable housing by the provincial definition is that which does not cost more than 30 per cent of total household income for those whose incomes are below the sixtieth percentile in their Census Metropolitan Area.

The reference to the sixtieth percentile makes it possible to establish that sixty per cent of Metro's population have annual income below a certain level. The proposed provincial policy will permit three of every four units being built to be for those in the top 40 per cent of all income earners, while only one of every four units is to be for those people in the lowest 60 per cent of all income earners.

When affordable is not capitalized, it simply expresses the general sense of whether something is deemed to be affordable.

Assisted Housing

At one time, this term was widely used to refer particularly to housing built with government financial assistance and meant for people with low- or moderate-income. The phrase is used in the City of Toronto's planning statements on housing, but is considered as referring, for the most part, to non-profit housing. Because other forms of private housing, both rental and home-ownership, sometimes are built with government financial assistance, the phrase is less accurate today.

Co-op and Non-Profit Housing

Non-profit co-operatives and non-profit rental housing are subsidized under various federal and provincial housing programs designed to provide housing for low- and moderate-income households. A key aspect of these programs is that only non-profit corporations are eligible to develop housing and receive the government assistance under them, and the housing must remain in non-profit ownership even after a change of occupants.

These features make co-op and non-profit programs the principal method in Metro Toronto of meeting the provincial Affordable Housing Policy requirements.

Social Housing

This phrase is most often used by CMHC and includes all forms of public, non-profit, co-op, and rent-geared-to-income housing. Virtually all new social housing being built today is in the form of non-profit and co-op housing.

CMHC Housing Type and Tenure Definitions

Structural Type

Single: a physically separate structure with only one self-contained dwelling unit. The dwelling may or may not be connected below grade to adjoining dwellings.

Semi-detached: a structure with two self-contained units separated by a common wall above grade. The attached portion may be continuous or partial, or a ground-oriented dwelling unit adjoining a non-residential structure.

Row: a structure of three or more self-contained low-rise dwelling units joined continuously or partially, above grade; it includes a dwelling adjoining a store or other non-residential structure, maisonettes, garden court, and townhouse dwelling types.

Apartment: a multiple-family structure comprising three or more dwelling units with shared entrances and other essential facilities and services, and with shared exit facilities for units above the first storey; this includes a dwelling above a store, duplex dwellings (two self-contained units, one above the other and the two not joined to any other structure), and any unit that does not fall into other categories.

Tenure

Freehold: technically defined as separate ownership of owner-occupied, non-condominium, non-co-op residences.

Condominium: a form of ownership in which part of a property is divided into dwelling units that can be individually owned, while the remainder of the property, known as the "common elements", is owned together jointly by all the unit owners.

Rental: a project consisting of units available for rent, including co-operative and non-profit projects.

Note: Statistics Canada and CMHC's designation of co-operatives as "rental" has been accepted only for the purpose of the statistical analysis in this Report. Otherwise, co-operatives are unique: a form of collective ownership.

Appendix 3: Implementation of Affordable Housing Policy

The application of the provincial Affordable Housing Policy, as recommended in our Report, will require private-sector residential developers to provide a minimum of 25 per cent of their units on the waterfront Affordable. In practice in Metro, these are likely to be financed under non-profit housing programs.

In most instances, the new or existing neighbourhoods for which we recommended significant amounts of new housing have either significant amounts of publicly owned land or private land not yet zoned residential. It means that the potential value of a privately owned site is likely to increase when a municipality decides to rezone for residential or mixed use. Being required to include a non-profit component is part of the price the developer pays when the site is more valuable as the result of the redevelopment.

Private-sector concerns about knowing the rules of the development game well ahead of time will be met. In the case of most waterfront lands, the Affordable Housing Policy should be implemented before residential rezoning occurs.

How will the non-profit component be developed as part of the private developer's larger project? The following offers two typical methods of providing the component to non-profit co-operatives, municipal non-profit corporations or private non-profit corporations.

1. A portion of the site (zoned to permit a number of residential units equivalent to at least 25 per cent of the total units being developed) is sold to one or more non-profit housing corporations that will build the Affordable Housing component. The price at which the serviced, zoned land is sold must be within cost guidelines established for the land component under non-profit housing programs.
2. A developer enters into an agreement with a non-profit corporation to design, build, and sell it a non-profit project at a price within the cost guidelines ("Maximum Unit Prices") established by the federal and provincial governments for the development of non-profit housing.

In both those cases, agreements would be reviewed by the municipality prior to granting final planning approvals for the private development. The non-profit corporation is responsible for obtaining funding approvals from either the provincial or federal governments, according to the requirements of the specific non-profit housing program.

The Affordable Housing Policy does *not* require housing to be built and turned over to a non-profit housing corporation "for free". There may or may not be a cost to the developer for providing this component, because the land or the land and buildings will be purchased by the non-profit corporation. However, it may well be that not all the cost of servicing the land, or the non-profit project's proportional share of common site development costs, or the total cost of building the project, can be recovered by the developer when it is sold. In that instance, there will in effect be a subsidy provided by the developer to the non-profit component.

There have already been situations in which the private-sector developer was required to provide a non-profit housing component to a project built in the City of Toronto and the requirement in each case was successfully fulfilled in exactly the manner described above.

Appendix 4: Metro Toronto Waterfront Housing Program

Unless a significant proportion of new housing in waterfront areas is developed as Affordable and non-profit housing, the opportunity to preserve and create mixed-income neighbourhoods along the waterfront will be lost. If it is lost, the waterfront will become a residential enclave for the well-to-do, with low- and moderate-income groups automatically excluded.

Mixed-income housing projects and mixed-income neighbourhoods can address the housing needs of all citizens. Moreover, there are significant opportunities for developing new waterfront neighbourhoods that complement urban objectives, including:

- better utilization of existing investments in infrastructure and facilities;
- development of a sound physical relationship between housing and jobs, which will lead to less commuting;
- development of mixed residential, commercial, industrial uses within communities; and
- enhanced vitality and security in waterfront areas.

In addition, recapturing Metro's population base, particularly along the waterfront, is a major element in the emerging provincial strategy for growth in the Greater Toronto Area.

The "New Neighbourhoods" section of this Report identifies ten new neighbourhoods, with an estimated total potential of some 60,000 new dwellings and an eventual population of more than 125,000 persons. Phased in over the next 20 years, development of these neighbourhoods could provide for an average of 3,000 dwelling units per year, with a substantial component of family housing. Two of the neighbourhoods, St. Lawrence Square and the Lakeshore Psychiatric Hospital/ Humber College sites, are already in the early stages of planning and development respectively as provincial/municipal or province-only initiatives.

In addition, there are a significant number of infill sites that could be developed for housing. While some have been identified in the section on existing neighbourhoods, opportunities for infill and residential intensification have not been analysed in detail.

These new waterfront neighbourhoods and housing sites should be developed as mixed-income projects, with a significant component of non-profit housing, for the following reasons.

1. Given the severe affordability problems, low vacancy rate, and housing need within the Greater Toronto Area, only a mixed-income waterfront housing policy can address competing demands of various income groups and household types who wish to live near the waterfront.
2. The waterfront is a finite and unique resource, Metropolitan Toronto's single most significant natural asset and amenity, and should be available for housing all income groups.
3. A substantial proportion of land for new waterfront neighbourhoods is already publicly owned by various federal and provincial agencies and corporations, and should be developed in the overall public interest.
4. The private sector is focusing its waterfront activity almost exclusively on upper end market adult life style projects and excluding other household types and income groups.
5. New and existing waterfront neighbourhoods could satisfy a significant portion of overall Metro housing demand.

The actual building of mixed-income housing and mixed-income neighbourhoods depends on renewed commitment by the federal government.

Through its housing-first land policy, its policy to unilaterally fund non-profit units for the next three years (in addition to those funded jointly with the federal government), and its draft policy on Affordable Housing, the Province of Ontario has made a significant commitment to housing. Moreover, the provincial policies fit well with policies that encourage mixed-income housing and neighbourhoods in waterfront areas and could have an impact on the waterfront.

However, the Province is approaching the limits of its capacity to act unilaterally. Future commitments will depend increasingly on federal support. Unless this support is forthcoming from the Government of Canada longer-term affordable housing opportunities on the Metro waterfront may well be lost forever.

It is proposed therefore that the federal government sponsor a Metro Toronto Waterfront Housing Program which would apply to new and existing waterfront neighbourhoods. Its objectives would be to:

- to ensure housing for all income groups is provided in Metro Toronto's waterfront neighbourhoods, including a substantial proportion of family housing;
- to provide mixed-income waterfront housing that is affordable to the range of both household types and household incomes below the sixtieth percentile of household income for the Toronto CMA (which, in 1989, is a household income of $52,635);
- to provide diverse housing types (dwelling unit sizes and bedroom counts), housing forms (row housing, stacked townhouses, apartments, etc.), and tenures (non-profit, co-op, and private-market rental) which will continue to be affordable and contribute to the development of new and existing mixed-income waterfront neighbourhoods.

Elements

There would be three interdependent elements needed to reach the outlined objectives: non-profit housing allocations; public land disposal and pricing policies; and rent policies.

Non-Profit Housing Allocations

An average of 1,000 dwelling units per annum, over and above existing federal and provincial non-profit housing allocation targets, should be made available to bona fide non-profit housing groups (municipal non-profit, private non-profit, and co-operatives) for development of mixed-income waterfront housing over a 20-year period.

There should be federal/provincial cost-sharing of all program costs (current cost-sharing arrangements in Ontario are on a 60 per cent federal/40 per cent provincial basis) with the program to be delivered according to federal/provincial agreement over a 20-year period.

An average of 60 per cent of units in each non-profit project should be allocated to households in core need, with the remaining 40 per cent of non-profit units at rents comparable to those in projects serving comparable client types.

Units should be designed to appeal to family households.

Land Disposal and Pricing Policies

All levels of government, including the federal government and government agencies and corporations, should adopt a policy of offering surplus publicly owned land for housing first.

Publicly owned land being developed for residential use should have a high component of non-profit housing, with an absolute minimum of 35 per cent dedicated to affordable non-profit housing.

Land for non-profit housing should be available at prices within government land cost guidelines for the non-profit program, because the housing to be created will remain affordable for the life of the project and into the future.

Consideration should be given to selling some portions of surplus public land to the private sector at a discounted price if the following conditions were to be met:

- the housing to be built would be private rental housing and the development would not have an application to become, or would not already be, registered as a condominium.
- a significant number of rental units would have rents at levels that would be within the means of people who qualify under the Ontario Affordable Housing income definition.
- an agreement would be reached with the developer to ensure that the Affordable component would continue to be Affordable for a significant time.

Market Rent Policies for Non-Profit Projects

Non-profit projects on the waterfront should have market rent levels that make all the units Affordable, so that a mix of low- and moderate-income groups are served within each project. Some income mixing is currently being achieved in Ontario through provincial funding of non-profit units for those with incomes higher than the federally defined core need households.

Market rents on the waterfront should be set on the basis of average market rents in comparable projects with comparable client groups, to ensure that those served are the groups for which Affordable Housing programs have been established.

No upward adjustment should then be made in these market rent levels because of a waterfront location.

Summary

Each of the three elements in the Metro Toronto Waterfront Housing Program would be interdependent with the others. There would be little hope of achieving mixed-income housing and new mixed-income neighbourhoods on the waterfront without a substantial increase in the number of non-profit units available. At the same time, unless they are adjusted current public land disposal and pricing policies would preclude significant development of Affordable Housing. Futhermore, without Affordable rents in the market-rent component of non-profit projects, the housing built would not serve a mix of both low- and moderate-income groups. Con0sequently, each of the three elements would have significant implications for the overall success of the proposed program.

Appendix 5: Interviews

During the period in which this Report was being prepared, the Work Group met with a wide range of people from both the private and public sectors. The Group wishes to thank all those who gave so freely of their time, their views, and information. Meetings or interviews were held with the following organizations.

1. Government of Canada

   Bureau of Real Property Management (Treasury Board of Canada Secretariat)
   Canada Employment and Immigration Commission
   Canada Mortgage and Housing Corporation
   Canada Post Corporation
   CN Real Estate
   Crown Corporations Directorate (Treasury Board/Finance)
   Department of Public Works
   Environment Canada
   Harbourfront Corporation
   Toronto Harbour Commissioners

2. Government of Ontario

   Cabinet Office
   Metropolitan Toronto and Region Conservation Authority
   Ministry of the Environment
   Ministry of Government Services
   Ministry of Housing
   Ministry of Municipal Affairs
   Ministry of Treasury and Economics

3. Metro Toronto

   Corporate Administration
   Cultural Affairs
   Planning Department
   Roads and Traffic Department
   The Metropolitan Toronto Housing Company Limited

4. City of Toronto

   Department of Public Works
   Housing Department
   Planning and Development Department

5. City of Etobicoke

   Planning Department

6. City of Scarborough

   Planning Department

7. Co-ops and Private Non-Profit Organizations

   Chris Smith and Associates
   Co-operative Housing Federation of Toronto
   Homes First Society
   Inter-Faith Homes
   Lantana Non-Profit
   Supportive Housing Coalition

8. Toronto Community Groups

   Balmy Beach Residents Association
   Bathurst Quay Residents Association
   Coalition of Beach Residents Association
   Community Representatives of Exhibition Place Liaison Committee
   First Step Non-Profit Homes (Parkdale)
   Harbourfront Residents Association
   Parkdale Tenants Association
   Parkdale Village Ratepayers
   St. Lawrence Neighbourhood Association
   Toronto Island Residents Association

9. Etobicoke Community Groups

   Etobicoke Social Development Council
   It's Our Lakeshore
   Lakeshore Area Multi Services Project (LAMP)
   Lakeshore Hospital Site Public Interest Coalition
   Lakeshore Ratepayers Association
   Lakeshore Village Merchants Association
   Public Interest Coalition — Lakeshore Hospital Site
   South Etobicoke Legal Services
   Storefront Humber

10. Scarborough Community Groups

    Centennial Community and Recreation Association
    West Rouge Community Association

11. Other Community organizations

    Metropolitan Toronto Labour Council
    Social Planning Council of Metropolitan Toronto

In addition to these organizations, members of the Work Group met with or talked to executives of a number of private-sector companies and private individuals involved in the Metro waterfront, including developers, realtors, and planners. To all these people, again, our thanks.

In order to gain a broader perspective on the Metro Toronto waterfront housing and neighbourhoods, the Work Group met with Professor David Hulchanski (Director of the Institute of Human Settlements, University of British Columbia) and Larry Beasley (Associate Director of Planning, City of Vancouver) to compare and contrast the Toronto and Vancouver waterfront housing neighbourhoods experience. This discussion was useful in helping the Work Group develop its views.